THE SURVEY

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SO THEY SAY

The way to protect any single minority is to protect all minorities.—*American Civil Liberties Union.*

Public relief can be as good as the best, and it's going to be and it's got to be.—*Homer Folks, New York.*

That business is service is one of the greatest discoveries of modern times.—*Edward A. Filene, Boston, in The Rotarian.*

Grown ups, when lost, strayed or stolen, behave worse than children.—*Alice McMaster, Travelers Aid Society, Chicago.*

The largest one barnacle on the bottom of government is the township system.—*Frank Bane, American Public Welfare Association, Chicago.*

Inflation: the action of inflating or distending with air or gas; the condition of being puffed up with vanity, pride or baseless notions.—*Oxford Dictionary.*

Sometimes the tyranny of an inflamed majority may be more unendurable than the tyranny of an insane king.—*Bernard Baruch in Saturday Evening Post.*

NRA has a special significance to the Jews: it stands for "*Nicht reden asach*" or "Don't talk too much."—*Samuel Levy, borough president of Manhattan, New York.*

Yes, all it needs is cooperation, nothing but cooperation. And I know who's got to furnish the cooperation.—*Anna Craft, the district nurse in Dorothy Canfield's Bonfire.*

In our dogmatic opinion the worst thing people can do with their spare time is to waste it in telling people what to do with their spare time.—*Howard Brubaker in The New Yorker.*

It is such a comfort to hear "conservative" used as a general term of opprobrium!—*Susan Lawrence, parliamentary secretary of the last British Labour Government, in USA to study NRA.*

Ours is an aging population and only adult education can combat the smug inertia of a community dominated by the conservatism of age.—*Edmund deS. Brunner, Teachers College, New York.*

The relationship between work and reward has degraded our conception of work and leisure alike. The only thing that has relieved us has been our hobbies.—*Prof. Vida F. Scudder, Wellesley College.*

It is hard to make a professor of economics understand what it means when a business man lies awake thinking where the next payroll is coming from.—*Raymond C. Moley in Barnard College Alumnae Monthly.*

People attend church and participate actively in organized religious undertakings today in the degree to which they are touched by the genius of their pastor.—*Norman Woelfel in Molders of the American Mind.*

Two ways in which the crime-wave in this country can be dealt with is the infliction of physical pain and the inculcation of the fear and love of God in man.—*Rev. Elbert W. Van Aken, Kenilworth Baptist Church, Brooklyn.*

When those of us who want better government are able to express our ideas in simple terms, like "big bad wolf," maybe we'll have more success in getting our ideas across.—*Louis Brownlow, Public Administration Clearing House, Chicago.*

A museum is no substitute for bread and a playground is not a roof against a winter sky. I do not care to be a party to any attempt to set up an ornamental facade for a social system that cannot find work for its people.—*Raymond B. Fosdick, NRA Committee on the Use of Leisure Time.*

The adult-education movement of the future must concern itself more and more with providing opportunity, not for individuals here and there, but for large groups of citizens to achieve that all-round organization of their lives which must underlie any substantial progress toward a planned society.—*Report of the president of the Carnegie Corporation, 1933.*

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Wide World

MR. COMMISSIONER HODSON

"We must participate in change," said William Hodson, accepting the presidency of the National Conference of Social Work. Consistently he has resigned as director of the New York Welfare Council to become commissioner of public welfare

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Out of the Depression

By EDWARD L. RYERSON, JR.

President, Council of Social Agencies of Chicago; Former Chairman, Illinois Emergency Relief Commission

THE story of one business man during the first three years of the depression may be of interest to readers of The Survey because business men all over the United States have shared similar experiences. Chicago's story, too, may be significant because our problems have been every city's problems, concentrated and exaggerated.

I didn't step deliberately into the relief business. I was swept into it. My interest in local welfare as president of the Council of Social Agencies of Chicago led naturally to a responsibility for the expansion of the private relief agencies. Broader relationships, including leadership in public and private emergency relief, followed as a matter of course. As chairman of the first Illinois Emergency Relief Commission, and a member of President Hoover's Advisory Committee on Unemployment and Relief, I was soon involved in the formation of state and national policies. It all happened so swiftly that this is my first opportunity to analyze those tense and significant years, 1928–1933. In telling the story as I saw it, I shall not say much of the practical difficulties encountered by a business man in this new field, or describe the extraordinary accomplishment of the experienced workers who expanded their services overnight to meet the responsibilities of the days that followed. All that is two other stories.

Studying the charts of current business trends and making monthly analyses of favorable and unfavorable indexes, we men of business made our forecast for continued prosperity through 1928 and 1929. Charitable organizations demanded little of our attention as budgets were easily balanced and developments into new fields of welfare were keeping pace with the rapid expansion in every community relationship.

We paid little heed to our friends among the intelligent social workers who spoke frequently of the increased load of family relief organizations, and urged that committees be appointed to forecast future needs and find ways of meeting increased burdens. These suggestions seemed out of keeping with the prosperous days that we were encountering in business. We might have been more intelligent in our own planning and avoided many mistakes if we had paid more attention to the signals of distress so clearly seen by the relief agencies.

Outdoor family relief in Chicago and Cook County had been well organized for many years and was similar in most respects to the plan used in other large cities. Through our Council of Social Agencies, duplication of effort was curtailed and a division of responsibility between public and private work was well established.

THE county Bureau of Public Welfare was efficiently conducted with trained workers handling a case load in keeping with the limited budget established by the County Board, which allowed approximately $500,000 per year for outdoor relief. Careful case studies were made of all families assisted, and good team-work with all other public and private agencies dealing with these families assured a comprehensive program of medical care, child-placing and other necessary help. During 1928 and 1929 the public relief agencies, including the Bureau of Public Welfare, were providing about 75 percent of the entire outdoor relief in Cook County. The private agencies that reported their case load and cleared through the exchange carried the remaining 25 percent.

In spite of repeated warnings from relief agencies and indications of rapidly mounting distress, we business men remained unconvinced of the need for any special action until early summer of 1930, when the Council of Social Agencies finally organized a new committee of business leaders and staff members of family relief agencies to decide what should be done. At about the same time President Hoover called Colonel Arthur Woods to Washington to

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head a National Committee on Unemployment. On August 27, 1930, Governor Emmerson of Illinois appointed a state commission on unemployment and relief, to find ways and means of stimulating employment and awakening community responsibility for our local agencies. But by the winter of 1930–31 things were moving too fast for such a program to be of much help.

RATHER than create new machinery to deal directly with all problems involved in furnishing food, fuel, clothing and so on, to those in want, the governor's commission decided to lend its support to the expansion of our existing agencies. The result was our first joint drive for private funds, to be used exclusively by organizations already equipped to handle the rapidly growing load. A certain portion of this fund was set aside for work relief, in addition to the direct relief distributed by public and private agencies. The first joint fund was not a community chest, but a supplementary fund for a relatively small number of welfare agencies. Our goal was $5 million and we hoped it would meet the deficits caused by the depression in the budgets of the participating agencies. At the same time, every possible effort was made to increase the budget of the Bureau of Public Welfare. Due to the unfortunate condition of city and county finances, no increase in taxes was possible. We succeeded, however, in putting through a special county bond issue of $2 million for poor relief. Although no sale of the bonds was possible, the county was able to use them in payment for food bought under contract.

That is how we met the winter of 1930. Our first governor's commission was a queer hybrid, born of the exigencies of the time: a joint fund-raising committee for Chicago and Cook County; a budget committee for the private agencies included in this fund; and a stimulating committee to urge other communities throughout the state to raise special funds through private subscription and taxation for the support of their local relief agencies. In Chicago, our public and private agencies worked smoothly together, with public agencies still carrying about 75 percent of the total needs.

In the summer of 1931 President Hoover recognized a national emergency by creating a new Committee on Unemployment Relief, under the direction of Walter Gifford. Governor Emmerson, in Illinois, reappointed and reorganized our state commission. Business men and social workers in Chicago now faced the realization that what we had previously thought of as extreme measures were of little value in dealing with the burdens crushing down upon us. Private funds, as well as tax funds, were being rapidly exhausted. Here let it be recorded that both our committee in charge of the $5 million private fund and the County Board did not hesitate to spend the sums needed at the moment to relieve distress regardless of future budgets. We saw our responsibility to care for families today, not to make funds last as long as we had hoped they might.

By August 1, 1931, all funds, both public and private, available for Cook County and many other industrial counties of the state were exhausted. In Cook County a new citizens' committee, the Joint Emergency Relief Fund, undertook a second joint drive to raise $10,500,000, the estimated emergency requirements of our private welfare agencies for the year 1931–32, over and above their normal income. The contributed income of Chicago's private agencies was approximately $7 million for 1931.

A special session of the state legislature was called early in September to act on certain important tax measures and to give consideration to the relief needs of our public agencies.

During all those tragic winter months of 1931–32 those of us who were accustomed to the orderly procedure of a well-organized commercial office found nothing but chaos at every turn. Our business interests demanded immediate curtailment of employment in order that we might continue to operate at all, and our relief activities demanded that we find new ways to maintain the lives of those for whose unemployment we were responsible. Day after day the conflict and unavoidable inconsistency of our actions were repeated, while the tide of distress rose swiftly and steadily, with no adequate relief in sight either for those who lacked the necessities of life or those who were attempting to provide them.

But again during those desperate months of the early winter of 1932 we determined to expend the money available as the need demanded, having faith that contributors and legislators would act again when the present funds were gone. No one with a human heart could have done anything else. When the private welfare agencies, especially the family-relief group, found their case loads mounting beyond any possible prediction, we took another cooperative step. The private family-relief agencies pooled a part of their staffs and created a joint unemployment relief service, financed by our Joint Emergency Relief Fund and under the fiscal control of the American Red Cross. This impartial, city-wide service, free from control by church or racial groups, serving all unemployed families on the merits of each individual case, proved immediately effective.

THOSE of us who believe strongly in independent initiative and personal responsibility for private charity have maintained during all this national emergency, that our private social agencies must be kept alive as an outlet for that great generous impulse that springs from the human sympathy for one's fellow-men, as well as to experiment and act as a check and control on public social services. To this end we tried to keep those agencies functioning on some basis that we could reasonably expect to maintain after the depression. One great advantage of the new joint service, was, we felt, that we could avoid the pitfall of building individual agencies beyond the limit of individual responsibility and independent control. We were glad to see the case loads of our private agencies drop as they transferred many families where unemployment was the chief trouble to the newly created Unemployment Relief Service.

But our joint service had no sooner proved its efficiency than protests began to be heard from various groups. Committees complained that no members of our staff in neighborhoods where French families needed help had sufficient understanding of the national characteristics properly to interpret their needs. Similar delegations appeared with equal protests from Swedish, Polish, German, Negro and many other races, including Filipino students unable longer to find homes or funds. Members of political parties contended that their loyal precinct workers were best qualified to deal with the needs of those neighbors whose habits of life were so well known to them.

Most insistent in its demands for special representation was the Central Charity Bureau of the Catholic Charities. The very logical contention was presented that through their church contacts, members of the same faith could

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best interpret the needs of their members in distress and could best bring them both material and spiritual assistance. The use of Catholic workers was not, however, sufficient to give full sympathetic understanding to the problem. It was contended that the relationship to serve effectively must become definitely a part of the church program. Under these influences and criticisms, dissatisfaction with the joint service began, and soon in spite of complete agreement on behalf of most of the agencies participating, the Central Charity Bureau withdrew and requested the transfer of all Catholic cases to their own Central Charity Bureau operated in conjunction with the St. Vincent de Paul Society of lay workers.

The immediate result of this change in policy was seen when the relief load and current budget of the Catholic Charities increased from 10,520, to 26,284 families, at the very time when the burden of all other private agencies was being steadily reduced.

With general conditions getting worse from week to week, and with this divided responsibility for unemployed families, we entered January 1932. Every available resource, including our $10 million fund, was exhausted; and no action yet taken by the state legislature, though social workers and business men agreed that state action was the next unavoidable step.

IT was a dramatic moment in the history of the Illinois Assembly when during the night of February 3, after a continuous all-day session, a series of bills providing $20 million and creating a new Illinois Emergency Relief Commission, were passed with just enough votes to carry the emergency clause. With Governor Emmerson's signature on February 6, funds were assured to continue relief in Cook County and Illinois.

The new state commission found the relief business in Cook County operating on a basis which exactly reversed our normal relationship. Our private family agencies, including the joint unemployment relief service, were now furnishing approximately 75 percent of the total needs and the Bureau of Public Welfare of the county only about 25 percent.

At its first meeting the commission adopted the general policy that insofar as possible all state funds under its control should be dispensed through public relief agencies. In order, however, to avoid disrupting the relief machinery that had been carefully built up, the Bureau of Public Welfare of Cook County, by mutual consent of all the agencies concerned, took over full administrative control of the joint service which the private agencies had created. Assistance from state funds was given to the private family-relief organizations that had exhausted their own resources, until such time as it became possible to assume their own obligations. To hasten this day steps were promptly taken further to reduce their case loads by additional transfers of all strictly unemployment cases to the county bureau. This action, combined with another joint private fund-raising campaign in the fall of 1932, would, we hoped, eliminate state commission funds in the support of all private agencies not later than December 1, 1932.

As citizens and members of the boards of various privately controlled welfare agencies, we business men were vitally concerned with the general permanent welfare of the community. We believed that the only possible protection of the future usefulness of such agencies rested in our ability to finance their needs independent of any subsidies from state or federal funds.

It is probable that no one, not even our best judges of social trends, foresaw that the crisis we faced and met so successfully by legislative action in early February 1932, would reoccur just six months later. By the end of July all agencies in Cook County, public and private, were again without funds.

On July 6, 1932, I talked informally with President Hoover. He spoke very strongly of the lasting damage that would in his opinion be wrought by the establishment of any federal relief program. He particularly emphasized the fact that the rich state of Illinois should be the last one to come to Washington requesting help. I admit that I fully agreed with him. But on July 20, just two weeks later, the so-called Wagner Bill setting up a federal relief fund of $300 million for the RFC to distribute as loans to the states was signed by the President—and on July 27 after a presentation of our desperate situation to the board of the RFC, their first allocation of federal relief funds was granted to Illinois for $3 million—a striking illustration of how readily one's state of mind can adjust itself to accept new conditions and new methods provided the emergency appears great enough to warrant such readjustment.

Radical changes in attitude were by no means limited to local groups. Federal authorities, even those who were transferring their responsibilities to a new administration, were finding cause for a change in viewpoint. Let me recall that federal assistance under the original Wagner Bill and supervised by the RFC, demanded that funds be advanced to state and local communities as loans. The well-staged bluff of the RFC was used frequently to conserve the funds in dealing with greedy or desperate states. Many important conferences were held with local politicians and citizens brought before the solemn tribunal of the RFC to convince their fellow-citizens back home that further help from the federal government could be obtained only if local funds were also made available.

ALL this scenery helped to avoid the eventual dependence upon direct grants of federal funds—but those of us who watched the wheels go round never really doubted our ability to force approval at Washington of such loans as long as we remained within the maximum provisions of the act.

However, by the clever use of such strategy, sufficient pressure was brought to force many attempts at state legislation for relief. There is no doubt also that many of us as well as our political friends made fervent appeals for passage of state relief bills merely to convince those in Washington of our good intentions. The much abused practice of speaking for the "record" rather than having any serious intent of abiding by the record, was carried far beyond the usual policy of individual performance.

By these means and others, combined with an exceedingly sympathetic and intelligent interpretation of our local problems displayed by the staff in charge of RFC relief funds, we muddled through the winter of 1932–33.

At the request of Governor Emmerson, the State Emergency Relief Commission assumed responsibility for handling these first federal funds and I believe it may be said truthfully that our experiences served to a considerable extent as a guide and testing-ground for federal funds applied to other states during the months that followed.

Looking back, I feel that the winter of 1932 was probably the most critical time of all for every relief organization, whether dependent upon federal, state or private funds.

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Local governments, facing the impasse of not being able to finance their own payrolls because of constantly shrinking tax collections, were quickly transferring their relief burdens to state and federal commissions. Board members of private agencies as well as large and small contributors were looking for new ways to reduce their budgets by placing greater burdens on federal funds, in the suddenly accepted belief that the federal government was the only resource to meet the needs of every community. But the social worker who for years had advocated a policy of federal aid was enthusiastic over the prospects of accomplishing great advances in the field of public social service.

With unemployment continuing to increase and with Illinois having reached the point of complete dependency upon federal funds for relief purposes, the second half of 1932 brought about a radical readjustment in the public viewpoint. In the third winter of depression, with no evidence of industrial reemployment, a national election seemed to offer the only hope of returning prosperity. How real this hope was to the people of the land, was indicated by the vote that was given to the new leadership.

These sweeping changes in national and local political control created new difficulties in responsibility for important local relief plans. The increasingly dangerous habit of demanding federal help as long as federal funds were available made demands for local legislation for further relief funds practically useless.

The uncertainty of our existence, moreover, made those of us who still believed in maintaining the independent initiative and control of private charities, more than ever convinced of the importance of clear-cut distinctions in the responsibility for financing these agencies as against financing public unemployment relief.

WITH a third joint private campaign for $7,500,000 well under way in the early fall of 1932, it was agreed to maintain our earlier decision and discontinue any use of federal or possible future state funds for our private agencies.

Almost immediately upon the formal announcement of such a policy, alternate plans were presented by several groups in the community. Chief among these was the Catholic Charities Bureau, which argued that relief could be more efficiently administered by their dealing with their own people through volunteer service.

Their offer to take over all state or federal unemployment relief to those families of Cook County which were already being served by 350 or more parish organizations, with the consequent reduction if not complete elimination of any overhead expense, seemed from the simple standpoint of administrative cost a proposal of merit.

In spite of the fact that out of the depression there has arisen a better understanding of the values of trained and experienced workers, the demand for a disbursement of 100 percent to the needy still carries a popular appeal. It is a good slogan, but during one rather tense discussion of this subject with Governor Emmerson, I remember saying that I would be willing to eliminate every cent of overhead for trained salaried investigators if he would double the relief funds available and accept the consequences that were sure to follow. For my part, I indicated that I would feel perfectly justified in doubling our existing overhead expense if by so doing we could reduce the total relief expenditures of the state.

The proposal, however, to enter into such an arrangement with one individual church group in caring for those of their own faith injects a serious question into the problem of state or federal relief. In our discussion, it was assumed that the Central Charity Bureau was sufficiently well equipped with an experienced staff of volunteer and employed workers to handle any cases that might come to their attention, efficiently, intelligently, at a greatly lower cost of overhead administration and with a much more human contact with those who needed help. It was held that the true Christian spirit of charity would by this arrangement be brought again into the lives of both those who received and those who gave of their service.

SUCH arguments made a strong case for continuing this kind of privately managed charity with state or federal money. The relationship between the church and its relief function was naturally and properly so closely interwoven that one could not be dissociated from the other. The mere dispensing of relief without spiritual help to those who most needed encouragement would, to any good churchman, be a serious defect in the function of the church.

One vital consideration, however, was neglected in all our deliberations: Can government legitimately expend the money collected under taxation for the support and expansion of the work of any church group, even in the name of charity and even in an emergency such as faced the country during the winter of 1932?

If the people of Illinois had been face to face with a devastating plague or on the brink of starvation with such an arrangement offered as the only method to save the lives of thousands, it is conceivable that all questions of separation of the control of church and state might have been disregarded for the immediate needs of the people.

Here in Chicago, however, was a carefully developed plan for control of relief by proper state and local public authorities, fully organized on a sound basis, with independent maintenance of private charity provided for through the normal sources of private contribution. The disruption of such a plan is a serious matter.

Under pressure of strong influence, with political expediency as a talking point, action was taken by the state commission in November 1932, by which state and federal funds were appropriated for the use of one church relief organization as a permanent policy. To many of us this seemed unwise. Some of our private schools are more efficient and better schools perhaps than the public schools in the same community, but is that sufficient reason to demand that the state or federal government pay the cost of maintaining such private schools for the benefit of those who prefer that type of education?

Here is a fundamental question of public policy. Out of the depression has developed an issue that may raise again some of those serious problems that the founders of our country settled so wisely when drafting the Constitution.

Under the stress of our effort to frame sound policies, not knowing from month to month where new resources would be found to meet our increasing demands, we struggled through the winter months of 1933. Early in March our relief agencies were threatened with another financial crisis in addition to the national bank holiday; but the pronouncement of a New Deal was given on March 4. The receipt of the staggering total of $45 million for Illinois relief, the maximum available under the original federal act, had been completed during this eventful month. Perhaps Illinois was again the cause for a change in national policy,

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for an early act of the new Congress removed the maximum limitation for any one state under the RFC relief act and again the sympathetic members of that board made further advances to our state. Thus the necessities of life for a million and a quarter people in the rich state of Illinois were maintained through March and April and our advances from RFC funds reached the final total of $55,443,721.

On May 12, 1933, the Federal Emergency Relief Act of 1933 was signed by President Roosevelt. Five hundred millions of dollars were by this act placed in the hands of a new federal relief administrator to be distributed as grants rather than loans. The first grant from this fund was to our state commission to meet our immediate requirement for that month of May on the "matching basis" required by a provision of the federal act.

Two great things happened during the early spring of 1933. The New Deal was fulfilling the hope of those of us who had been trying to steer the ship. We now had a chartered course to follow. Something else occurred that we had longed for during all these long years of unrest: the relief load began to decrease. If our index of dependency meant anything, here was a significant indication of improvement and a forecast of increased industrial activity.

A new administration at Washington and an immediate acceptance of federal responsibility for unemployment relief as an aid to state and local governments definitely established responsibility for meeting the relief needs of every community. What will be the outcome of this acceptance of responsibility by the federal government? Will permanent federal subsidy of local relief organizations come out of the depression? These and many other questions will be settled largely by the policies adopted, not by Congress through enactment of new laws, but as a result of the acts of the federal relief administrator. He may create conditions which will so influence local communities that their representatives in Congress will be forced to pass laws to maintain those conditions for many years to come.

His responsibility extends beyond the existing emergency. Out of this depression will come new models for our relief machinery and new national policies which will dictate the policies of those who assume local responsibility for meeting human needs.

It has been generally understood by those who have studied the problem, that the use of federal relief funds should, under ideal conditions, be restricted to disbursement by public relief agencies created to serve the people of every race and creed in any community where such aid is needed. This theory was confirmed by the earlier instructions issued by the new federal relief administrator. I realize that a rigid application of this decision presents serious problems to a federal relief program. Public agencies in some communities are so subject to political party influence that any added resources through federal funds can bring only one result—greater waste of the monies appropriated and increased abuse in distribution.

In still other communities no public agency exists, and all relief is being dispensed through well-established private agencies either non-sectarian or under the guidance and control of some church or racial group. Should federal relief be granted such a district only on condition that a new public agency be created, seriously damaging the future continuance of private charity and encouraging local governments to depend upon federal help for their local needs? These and many other questions must be answered by the administrators of the New Deal. In many instances a solution on the basis of what appears to be the only sound national policy must result in serious difficulty and great inefficiency from the local point of view. A choice between two unsatisfactory solutions must be accepted.

Fundamental principles and questions of vital permanent policy are, however, at stake in the final working out of these difficulties, and those that have assumed the leadership and accepted the responsibility must recognize that their actions will in a large measure determine the procedures to be followed for many years ahead. On these grounds decisions must be based only upon sound, intelligent plans that respect the equal rights of all the people. The application of such decisions must be justly and honestly interpreted by the people themselves, by means of their unrestricted right of democratic government.

In such momentous times when each day brings a new set of conditions, it is hardly to be expected that complete agreement can be found on every question affecting our national life, or that we can take action which will be final, or will result in immediate success. However, through all the perplexities of the complicated relationship between personal liberty, religious belief, education and government, certain simple fundamental principles have stood through long years of testing, and to these we must hold as a solid foundation on which to build a new structure for better social welfare.

More assurances of the acceptance of those basic principles upon which this country was founded will give new enthusiasm and support for the far-reaching plans of this new administration. Such a policy combined with our own effort to understand and apply these principles will finally bring order out of chaos and a great period of reconstruction and sound betterment out of the depression.

Social Workers Can Help

By ROBERT D. KOHN
Chief of Housing Division, Public Works Administration

DURING the next year or so there should be interesting developments in the United States in the direction of municipal housing. Already many cities over the country are indicating a desire to take advantage of the provision of the Recovery Act whereby in addition to loans, 30 percent grants may be available for housing built by a municipality or by a housing authority. Furthermore, a federal housing corporation has been organized to take the inititative in slum clearance and low-cost housing projects in cases where local agencies are unable or unwilling to act promptly. Such projects will be undertaken by the Public Works Emergency Housing Corporation only upon initiative of and in cooperation with local officials and groups of responsible citizens and civic agencies.

This is progress, but there are few actual plans for specific projects. Why? Because without a much greater interest than has been evidenced to date on the part of the public at large (other than those badly housed) it is obviously not possible to develop a well-planned program of any magnitude. Washington cannot do the whole job. Public opinion must be aroused. Until the public itself displays a determination to put over public housing, comparatively little can be accomplished. To date in fact only two states, Ohio and New Jersey, have passed enabling legislation

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to permit public housing.[1] The public must be educated.

What are social workers going to have to say about this whole program? In the past they have been the most active group in complaining about existing conditions and promoting tenement-house legislation. Their constructive help is needed in the current situation. Have social workers familiarized themselves with the provisions of the act whereby the first constructive effort on a large scale may be made to remove one of the most fundamental disabilities of the low-income groups? Why have they done so little to make their cities understand the current housing problem and the current opportunity? In my judgment here is a special challenge to social workers. Why, except in occasional cases, have you social workers made so few suggestions to the housing division of the PWA for the formulation of standards, the selection of tenants and principles of management in future housing projects? Who is better qualified to contribute from a rich experience in helping to find answers to problems which the housing division will soon be called upon to face? It will be too late to offer your cooperation after the houses are built, for other interests—less altruistic perhaps, but more alert—will have gotten in on the ground-floor. Moreover, a clear conception of how this new low-cost accommodation is to be used must permeate the process of its design and construction.

Someone has said that social workers look on their program as specialized, and that they are not concerned about all its implications. Here is an opportunity to refute that criticism. Are you not primarily concerned with the way people live? Whereupon, I urge you to organize local campaigns, or join with others who may already have initiated them for the education of public opinion.

YOU know that bad housing does not pay economically. The sentimental reasons for its elimination have been played up sufficiently. The outrage on human decency which the slum perpetuates is known to you, perhaps better than to any other single group; now try to make the public understand that it is poor business to promote the well-being of one third of the public—as far as housing is concerned—and turn its back on the lower two thirds. Compute the high costs of prisons, of hospitals, of maternity and infant mortality and so on, for slum-dwellers. Compare these figures with similar ones in areas where decent living is possible. In many cities much material will be found in available census data, and through using geographically constant census tracts as units, about which further comparative information is to be gathered, the task will be made easier.

For example, the following statistics, referring to two areas in Cleveland (census tracts) each with a population of 100,000, have been compiled by Howard Whipple Green. One is an old slum district with a decreasing population, the other a new, attractive, growing area. Over an eight-year period in the first area there were 210 murders; in the other there was one murder. An undercover survey revealed that in the slum area there were 164 houses of prostitution compared to seven in the new district. Similarly there were 48 boys per thousand, compared to 16, brought before the juvenile court; 88 infant deaths per thousand compared to 38, and 92 cases of tuberculosis on a given date compared to 56. Compute the social costs for this vice, crime and disease! Again, cities all over the country are bankrupt because taxes cannot be assessed, much less collected, to cover costs of operation. If this is so of the city as a whole, how much greater is the deficit in slum areas? In some instances the cost of merely supplying necessary public utilities to these districts is ten or fifteen times the taxes collected from them. If the municipality would capitalize the amount—or even one half the amount—it pays out annually in excess services in a slum area, new housing would be subsidized probably as much as 35 percent as a measure of municipal economy.

Further, social workers must join with forward-looking city planners who realize that housing surveys must be made one of the bases of a city plan, that the development of new housing must be considered in its relation to available industrial, recreational, educational and other community facilities and the future plan of the city based on our best judgment of what are to be the opportunities for decent working and living. Surely the cooperation of social workers will be valuable in making the necessary studies. Such studies often will reveal that slum areas are not the best location for new housing. The reverse may also be the case, in which instance join in opposing selfish interests who do not care that what may be profitable to them as landlords constitutes a liability to the community. Let me illustrate: The owners of one of the worst slum areas in a certain city (some of its "best old families") are objecting to its demolition since its rundown tenements with two- and three-dollar rooms rented to Negro tenants pay 20 percent on their investment. Similar situations will continue to exist unless all civic-minded individuals and groups get busy.

Finally, presupposing enabling legislation, presupposing a convinced public, who will sit as members of local public housing authorities? The answer to this question is of paramount importance, for no matter what rules and regulations may be laid down by Washington, in the last analysis capable local administration is vital. Local managers will be selected by their local authorities. In one city I regret to say where a municipal housing commission has been appointed, pending legislation which will permit of an authority created under a hoped-for law, the members are mostly political appointees with but the faintest qualifications for their responsibilities, honest though they may be. See that this does not happen in your city. The federal government cannot finance the slum-clearance projects of the United States. It can at best make a few demonstrations experimental in their nature. They must be made with the cooperation of local groups of socially-minded citizens intent on creating a public opinion which will carry on what will surely prove to be the major task of city building of the next two decades.

AS individual citizens you can help of course, but as an organized group of social workers you can be far more effective. How you should organize I do not presume to say, but that we in Washington need your active support and advice I do say without reservation. Through sad experience we all have been forced to the conclusion that private initiative can at most supply good housing to only the upper economic half of our population. Public housing is here in theory. When will it be here in fact? Will it be wisely planned and administered? Will you do your share to see that the answers are in the affirmative?

[1] Legislation enabling communities to create Housing Authorities is under consideration in a number of other states including Maryland, Delaware, New York, Illinois and South Carolina. The charters of two cities, Milwaukee and Los Angeles, are said to include the necessary powers to construct and own and operate housing.

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Skilled Nursing for All

By RICHARDS M. BRADLEY
Trustee, The Thomas Thompson Trust, Boston

AS it is now conducted, American nursing has failed to give either adequate service to people in their homes or adequate support for the great body of women who have been trained to give it. Much effort has been expended by leaders in nursing and health work to convince people that sooner or later in every family there comes a crisis of severe illness, such as pneumonia, when skilled care is absolutely essential in order to check infection or to prevent needless suffering and save life. Nothing can be more true, but we have not made it financially possible for the ordinary family to obtain what we tell them is essential in such emergencies. In this respect, we are going back rather than forward. There is less and less care of cases that require continuous, skilled nursing in the home, and even in the hospital this service is paid for only with difficulty. At the same time, even before the depression, there was widespread unemployment and underemployment of graduate nurses, despite the need for what they were equipped to give, and in recent years their plight has become increasingly bad.

Unfortunately this lack in bedside service has an effect extending beyond the calamities that result to both individual families and nurses. Those of us who believe that our organized health work must combine nursing of the sick with health education and preventive work are well aware that failure at this vital point means impairment of the morale and reputation of the whole service. It will not do to send out our public-health nurse to instruct the people in their homes and to help them in sickness by her skill as a visiting nurse, and then have service fail when the need is most keenly felt. Obviously the visiting nurse cannot give day and night service herself and carry on the rest of her work. As things are now, she often is forced to turn her back on cases that, as she knows, and as the affected family knows, are in desperate need of skilled continuous nursing. The program of her organization cannot cover this need, and she must fail them at a point where failure is most conspicuous and most disastrous to her standing in the community.

There is only one way to avoid this dilemma. She must have a nursing system back of her that is capable of giving day and night nursing service whenever the condition of the patient requires it. Such a service is practicable, and has not been lacking for want of skill, devotion or diligence. It has been lacking because those who have trained and directed skilled nursing have failed to recognize one element of capital importance; namely, that while in the aggregate there are many serious emergencies of sickness, for which the very best nursing is absolutely required, yet the chance is small that such a case will happen to any one individual in any single year. The same reasons that have pointed to the necessity of distributing exceptional hospital payments through the use of some form of benefit organization, point also to the same solution for the extended use of skilled nursing when needed in the home as well as in the hospital. Yet, the nurse is being forgotten. We hear little or nothing about distributing the costs of nursing by this method, although in other countries extensive systems have been successfully operated on this principle. In our own country, likewise, through the enterprise of one or two great insurance companies, our visiting-nurse service obtains a large part of its support in this way from the poorest of those who are self-supporting.

During the past seven years a small experiment has been carried on in Brattleboro, Vt., to find out whether or not, in an ordinary American community, good nursing for continuous bedside care can be made available without hardship to the ordinary family foresighted enough to make provision for it. The experiment has of course been handicapped by the depression and has not covered enough ground to obtain statistics of conclusive value as to exact cost. I believe, however, that it has given, to those who have used it, enough security and substantial relief at small expense to justify consideration and further exploitation of its possibilities.

IN 1925, the Thomas Thompson Foundation gave $1000 as a guarantee fund for a Nursing Benefit Association, to which members pay annual benefits of $2 for a single person, $3 for a married couple, and 50 cents for children under 16. Sick members are entitled to benefits up to a total amount of $200 for any one case according to the following schedule: the cost of a visit from a graduate visiting nurse is reduced by one half the regular charge, usually one half of $1, or 50 cents a visit. The cost of continuous bedside care by a graduate nurse is reduced to one third the regular charge, usually one third of $42, or $14 a week. Attendant nurses may be obtained at half the usual rate, ordinarily one half of $27, or $13.50 a week. Choice of a graduate nurse or attendant nurse is determined by the nursing needs of the case. Hospital illness involving an operation brings a benefit of two thirds of a special nurse's salary and board for three days. For cases of pneumonia in the hospital, half the regular pay and board of the nurse or nurses employed is paid. In all cases the balance of the amount is paid from the benefit fund; full rates are paid to all who give the service. Cost of other hospital service, including routine nursing, is supplied by a Hospital Benefit Association, conducted on similar lines and covering costs of an operation above $30 and usually up to $300.

During the first four years and eleven months of service, beginning February 1925, graduate nursing benefits reduced nursing costs to one half of the regular charge, but during the last two years and six months, up to July 1, 1933, this reduction was increased to the present two thirds. The effect of this change in the increased employment of graduate nurses was notable.

Between February 1925 and July 1933, equivalent to 29,891 months of membership, or about 2500 member years, were carried at an average annual cost per member of 91 cents during the period of lesser service, and of $2.18 during the period of greater service. The overhead, con-

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sisting yearly of about $300 worth of the time given by the trustees' secretary, has been contributed by the Thomas Thompson Trust.

The subscriptions paid during the first period of lesser service were more than sufficient to pay benefits. During the second period, they were slightly less than sufficient. The deficit over the seven years and five months is about $800 above the secretary's work, an amount that could be easily offset by a slight change in benefit charges. In all, $4625 was paid out in benefits as follows:

	1st period	*2nd period*
For services of graduates in the home	$159.00	$1,890.50
For services of attendant nurses	667.63	1,217.28
For services of graduates in the hospital		691.79
	$826.63	$3,799.57

The people covered have been largely of the same financial status, and cases exceptionally well off or applicants showing probabilities of exceptional liability to sickness have not been accepted. Even in its present undeveloped shape the work has apparently shown itself capable of covering a large part of the people's nursing needs above those now supplied by industrial insurance. The method seems applicable to village groups or to selected groups in larger places. Its usefulness could probably be increased with comparatively little addition to benefit charges so as to give better covering for the most costly emergencies, by paying all or nearly all of the nursing costs in severe exigencies, such as established cases of typhoid or pneumonia. In less acute cases payment of only part of the nursing expense seems desirable.

Such a plan cannot be used successfully without a reasonable amount of care and common sense in the managing department. When worked in connection with the supply of necessary nursing service by the existing service office, it has seemed to afford the means of giving without hardship a large part of the nursing service that the ordinary family needs in case of sickness. (A detailed account of the Nursing Benefit Association in its earlier stages is given in Publication No. 17, of the Committee on the Costs of Medical Care.

Whether we use this plan or find some better method of meeting the problem we must change from present methods for, we have in the existing situation a condition to which we cannot be reconciled.

The scientific training of women for nursing is a new development of our modern world, and new developments of this kind are peculiarly subject to the play of social and economic forces that often divert them from their true purpose, with no one in particular to blame. This has happened with our nursing and has worked both injustice to the nurses and a hardship to those whom they might serve.

Nursing education has been exploited as a byproduct to the balancing of hospital budgets, and, consequently, nurses have been graduated in excessive numbers with defective training for other than hospital work. Much has already been done to remedy this condition, but it is only a beginning.

After graduation too little has been done through service centers to place the nurse where she is needed in the homes or to back her up there, when she is placed.

Almost nothing has been done towards financing the nurse's service so that she may serve in countless homes where she is not now available for continuous bedside service.

The experiment in Brattleboro has not proved expensive or difficult to operate, and, under existing conditions, the application of its chief principles to American nursing is worth consideration by those who believe that making good nursing available to the ordinary family in serious emergencies is an essential part of an efficient public-health service.

Design for Attack

By ERNEST G. DRAPER

Based on the Author's Presidential Address Before the American Association for Labor Legislation

I TAKE it that at this juncture there is a good deal of confusion as to the right point of attack on the problem of adequate compensation to the worker for unemployment over which he has no control. There is in particular one quite vocal group who tells us that we should abandon the individual plant or industry as the center of our plan, and substitute a single state pool from which contributions to workers should be made as the need arises (see The Survey, August 1933, page 281.)

To me, there are three convincing arguments for the plant or industrial fund as against the single state pool. First, this plan stimulates the desire of individual employers to regularize their own plants. Second, while it subsidizes the wastes of unemployment, it also provides a means for cutting down these wastes by constructive machinery of prevention. Third, it gears into the internal structure in industry now being set up under the NRA codes.

Anyone at all familiar with industry knows that the ways to cut down unemployment in individual plants are legion. But many of these ways seldom come to the surface of an employer's consciousness, chiefly because there is no clear and continuous monetary urge in their favor. Some individuals answer that argument by saying that employers are already familiar with these practices and that to put a premium on adopting them would therefore gain little or nothing. This argument is plausible. The only difficulty with it is that it is not true. I remember a conversation I had a few years ago with Richard Dupree, at that time general manager of the Procter and Gamble Company. He was speaking of cottonseed oil interests which his company had recently purchased in the South:

> You know we had an awful time at first with that cottonseed oil proposition. Colonel Procter demanded that we work out an all-year-round production schedule. For the life of us, we could not see how that could be done. The raw product came to us seasonally. It was in liquid form and had to be handled with considerable care or its quality would depreciate. How could we hold it for twelve months while we turned it into manufactured form on a regular production basis? It took us months to solve our

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problem, but we did it. We adopted all kinds of revised and new methods of storage and manufacture, too detailed to tell you. But the point is, we regularized the use of a product that had never been regularized before.

I hope no one will try to refute this evidence by telling me that Procter and Gamble is a freak concern. Any company that, in a highly competitive industry, can make a net profit of $9,132,000 in 1932 is the kind of a freak company with which most of us would like to be associated.

My second objection to the single state pool concerns the wastes of unemployment. Let us consider the case of an individual company. Adjoining a large city in the Middle-West is a well-known manufacturer who, I am told, fired about one hundred thousand of his employes at one fell swoop. The city on whose outskirts the plant is situated had to take care of these men. And when I say "city," I mean, of course, the taxpayers of that city. It is reported that those taxpayers paid more than $8 million in relief until such time as the manufacturer saw fit to rehire some or all of his force. It may be that, in immediate saving, the manufacturer gained by this act of social injustice. In the long run he is probably bound to lose. Not only are such practices wasteful productively: they start a chain of ill-will that millions of dollars in advertising can never cancel.

But, granting the manufacturer a monetary saving, consider the loss to the community! That is the kind of loss we could curtail if the responsibility for it were placed squarely upon the employer. But when you put that burden upon the state, or divide it between the state, the employer and the employe, then it becomes everybody's business. And what is everybody's business rapidly becomes nobody's business. As a well-known English economist recently wrote:

> While relieving unemployment, it is just as indispensable that we should at the same time harness all the motives and forces in society . . . to one great effort to reduce unemployment. . . . A scheme either of insurance or relief which makes leaders of industry—whether employers or trade unionists—careless as to the creation of unemployment is a social danger of the first magnitude.

My third argument for the plant or industry fund is that it gears into the new machinery under the codes. Few people outside industry can appreciate the profound change in management which NRA is bringing about. May I offer first-hand experience? The industry with which I am connected is the imported date-packing industry. We are very small, as industries go, but there are some thirty-six of us employers with plants situated in fifteen states. Most of us had never seen each other before this code activity commenced. All of us nursed grievances against some or all of the rest. We prided ourselves upon our lack of cooperation. In these respects we were probably an average American industry, imbued with principles of rugged individualism that had been drilled into us by circumstances and the spirit of the times.

During the weeks that dragged along while we were fighting for our cause in Washington, a strange metamorphosis took place. We actually found ourselves discussing in quiet tones the future of our industry! Little by little the barriers gave way. In their place we started to erect a fairly cohesive structure based upon a genuine spirit of cooperation. By the time our code was adopted—it was the first to be signed by the President under the Agricultural Adjustment Act—we had formed an association, elected a code committee and set up a workable plan for enforcing the many new rules laid down in the code. So far we have functioned with practically complete success. This sounds like a Pollyanna fable. It is, however, all true. No one is more surprised at the result than myself, and yet I have been associated with this industry for almost fifteen years. After seeing how, in the short space of six months, starting with nothing but chaos, an industry has evolved effective machinery for enforcing our code provisions, I look forward with confidence to the use of this machinery for further industrial reforms of great importance to us all.

What is true in our field is undoubtedly true in others. American industry is evolving toward a system of cooperative practices which clears the way for unemployment reserves, set up plant by plant, or for each industry as a whole. Would it not seem the wildest folly to throw away this workmanlike structure in favor of the theoretical single state pool plan which fits into no administrative scheme as it exists today or is likely to exist in the reasonably near future?

Twenty-seven years as an employer and fifteen as a student of the unemployment problem convince me that those who believe in unemployment compensation should stand squarely behind the plan of individual plant reserves or of pooling by industry in a limited way where that is desirable. I urge this not for reasons of emotion or sentiment or loyalty or expediency, but because I believe the facts and the nature of the situation demand that solution for this administrative problem.

The Ladder

BY ADELAIDE LOVE

"WORKMAN, what do you make with saw
And plane and these stoutly fashioned bars?"
"I am adding as many rungs as I can
To this ladder with which to scale the stars."

"Did you make it all?" "Ah no, long since
In the ages past it was begun;
But the ladder is still far, far too short
So I toil from dawn till the set of sun."

"Do you hope to mount the ladder soon
That you labor thus and never stop?"
"My dream is not so near; I work
That my son's son's son may climb to the top."

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Big-Hearted Clients

By GERTRUDE SPRINGER

What can a worker do about a client who:

Produces a flock of new applicants by canvassing her neighbors and advising them to "get on the relief?"

Sustains her reputation as Lady Bountiful by being neighborly with her food allowance at the expense of her own family?

Presses hospitality on the visitor in the form of a fine big chocolate cake and a glass of home-made wine?

With a budgeted food order already inadequate, takes in an old grandmother and an elderly aunt who have burned their bridges in another community?

MISS BAILEY was in that precious half-hour of the morning before the interruptions begin when she sensed something different in the usual noise of the outer office-chatter and illy-suppressed giggling. "Sounds like a kaffee-klatch," she told herself. She was still deciphering one of those portentous, single-spaced memoranda "To all Supervisors," when her door opened a crack and a voice chirped, "I come in? I bring my friends to see the boss lady." And suddenly the kaffee-klatch was all around her with a frantic secretary or two hovering on the outskirts.

"I'm Mis' Berger," beamed the quite evident hostess, "I meet you when you talk to our Mothers' Club—you know. Your girls been so good to me in my trouble that I tell all my friends to get on the relief. But they're so ashamed, so I bring them. Mis' Gutman and Mis' Schwartz and Mis' . . . "

Miss Bailey in her best board-meeting manner acknowledged a round of smiling curtsies, and then, since something more was evidently expected of her, delivered a little homily on the nature and purpose of relief intimating delicately that "people like we are" get along if we possibly can for fear of depriving someone worse off. "And of course you know that there are many people without good friends like Mrs. Berger to bring them in and we have to be fair and take each one in his turn. Suppose you each think it over and if you want to wait your turn one of these young ladies will talk to you. But I am afraid you may have to wait quite a while."

Shepherded by the still cheerful Mrs. Berger, the kaffee-klatch withdrew to the outer office where, presently, four decided to wait and four, just a shade virtuously, to go home. Mrs. Berger's little party was over and no feelings hurt.

Relief workers are the target for so many complaints that when a client advertises her satisfaction the fact is heartening though the result may be embarrassing.

"We never hold it against a client who brings in friends," says a supervisor in a mid-western city, "provided of course she is genuinely big-hearted and is not trying to show off how much pull she has. We find that the show-off quickly loses interest when we make it clear that each case is dealt with privately and on its merits. The genuinely big-hearted client can often be very helpful after she understands—and that takes painstaking explanation—the how and why of accepting some applications and rejecting others. One of our clients who at first all but beat a drum rounding-up people to apply for relief was eventually much more interested in explaining to all and sundry just how relief is organized. Her's was no doubt a rough and ready interpretation, but it did discourage useless applications. On the other hand many cases that need our help desperately have been brought to us by clients, and for that we were grateful. We do not discourage clients from bringing in new applicants, but we try to make them discriminating.

"But in any event it seems to me that the source of the referral is none of our business. Everyone who comes to the office as an applicant is entitled to a fair hearing whether he came by his own decision, at the suggestion of a district leader or at the urge of a 'satisfied customer.' Need and eligibility are our only concern."

One thing that people have learned these last troubled years, if they didn't already know it, is the infinite generosity of the poor to the poor. But there are instances when the generous impulses of a happier day persist against the dictates of common sense, when a reputation as the Lady Bountiful of a neighborhood is maintained at the cost of immediate responsibility.

"I KNOW it doesn't fit the picture of motherhood to say that some women will deprive their own children of food to make generous gestures to the neighbors," says the supervisor of a big city district, "but it does happen sometimes and our workers never quite know how to deal with it. Neither do I for that matter. Just yesterday one of the workers came in all bothered about Henry Johnson's oranges. Mrs. Johnson's food order called for six oranges a week to supply needed vitamins for Henry, aged six. But Henry, it seemed, wasn't getting the oranges. The visitor happened in just as Henry, reluctant and a little tearful, was being sent out with an orange to old Mrs. Snow, this being her 'day.' It developed that the six oranges went out on regular schedule, one a day to somebody or other. Thus was Henry being trained to be selfless. 'Always I tell him it is better to give,' said Mrs. Johnson. 'Me? There ain't a selfish bone in my body. Always I give. All my friends say so.'

"Now of course we couldn't expect to change Mrs. Johnson's conviction of virtue or to make her see that Henry had a property right in the oranges. Her mind just didn't work that way. The best we could do was to preach the doctrine that charity begins at home and to suggest that Mrs. Johnson appraise her neighbors' needs more carefully. Maybe they had more oranges than she had. Maybe they should apply for relief. Of course there is the possibility of a lot of grief for the neighbors in turning Mrs. Johnson loose as a self-appointed investigator, but I don't suppose

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anything very serious will happen and maybe Henry will retrieve an occasional orange. As a matter of fact I suspect that a good many bowls of soup and hunks of pie come back to the Johnsons from those oranges cast on the waters."

In their daily rounds relief workers encounter many situations which have nothing to do with policy but a lot to do with relationships. Take for instance, the matter of hospitality. To the uninitiated it might seem absurd for a worker to accept refreshments from a relief family, but every case worker knows that many a difficult understanding has been reached over a cup of tea at a kitchen-table.

"And why in the world shouldn't these people express a friendly impulse by a traditional gesture?" queries a worker in a Southern city. "Must every simple grace be suppressed because some factory or other has shut down?

"I am not saying that every offer of hospitality should be accepted but I believe that the offer should be estimated for what it means in the client-worker relationship. If the worker knows the family as she should she will sense any ulterior motive behind the offer. Oh yes, we meet all sorts of transparent little intrigues—chop for chop in presents you know, with the worker expected to produce the larger chop, perhaps in the form of an increased food allowance. A worker certainly would not accept a big chocolate cake, for instance, but would explain firmly that if good management of the food order permitted such a luxury it certainly belonged to the family and to no one else. She might, I think, accept a glass of home-made wine if she felt that pride was in the offer, but she certainly would not accept a bottle to carry home with her.

"We had a case not long ago where a piece of bread and butter cleared up a whole relationship. The worker had never been able to get on a good candid basis with this woman until one day she happened in just as a batch of bread came out of the oven. It looked and smelled delicious, and the visitor said so. At which a sixteen-year-old boy lounging by the window growled, 'As if you cared!' 'Care!' replied the visitor gaily, 'why, home-made bread's my weakness. May I have a piece? I'd love the heel.' The boy snorted and left the room.

"Now I know it's funny that such a little thing could tip the scales, but that piece of bread made all the difference. As the visitor ate not one, but two slices the woman unburdened herself of anxieties and confusions that explained everything the visitor had not understood. The boy's suspicion and resentment were at the bottom of it all. Once the visitor realized this, she was able to help intelligently in a situation that had hitherto frustrated her."

Generosity within the family circle is another epic of the hard times that will probably never be written. When families are "on their own," by however precarious a margin, such generosity is a virtue. Only when it is found in a relief family does it come under scrutiny. For a relief worker to force an issue at a time when trouble has intensified emotion is, says a supervisor who was a first-flight case worker before the emergency, "just asking for trouble."

"So long as a family does not deliberately try to exploit the relief agency," she continued, "it has a right to work out its own problems of relationship even though it may seem to bungle most awfully. We have a man who in prosperous times big-brothered a whole flock of kin and loved the importance it gave him. With hard times he took them in one by one. When he lost his job and could no longer keep afloat he had four generations under his roof, twenty-three people, eight of them practically babies. The necessities of the tribe were such that in the beginning we put in relief for the whole outfit. Then, when he realized that we respected his sense of responsibility, we were able to talk over the situation with him and to set him thinking and acting on ways to demobilize the household. He's got it down to ten people now and we haven't bossed him yet. It was a triumph for us when he confided that it looked to him as though the younger women of the household were taking too much "off" Aunt Sophie. We had recognized Aunt Sophie as the drudge of the situation and also as a competent house worker. At his suggestion, and hers, we got her a living-in job and when the younger women had to do their own cooking and washing, they took more interest in getting out and hustling for themselves.

"WE aren't as strict as we used to be about residential requirement for relief. But one of our workers was upset one day last fall when she found that an old mother with inoperable cancer and her miserable elderly daughter had descended from Chicago on the Williams family whose two rooms and slim food allowance simply would not stretch to accommodate them. Mr. Williams saw the difficulties but balked like a mule at any suggestion of sending the two women back to Chicago. His brother had put them out he said—a family row we never dug into. The mother was legally entitled to hospital care in Chicago, but not here. Everybody was mad at everybody else, so we increased the food order and let them cool down a little. Before long we were able to suggest that the Chicago brother might pay for a separate room for the women and so relieve the congestion. That worked, Mr. Williams negotiating it himself. Our next idea was that the mother might go back to Chicago for hospital care while the family figured out a plan, in which we would cooperate, so that the old daughter could be near her. I think it is going to work. If it does, it will be because we have left it to the family and have stood by to help as we could. To have imposed a plan of our making would, in their emotional state, have blocked everything."

The experience of relief does not, it is clear, change human nature very much. People who are greedy and grasping in independence are greedy and grasping in dependence; those who are generous remain generous. "We have to deal with people the way we find them and must be wise enough to recognize differences and to vary our procedures accordingly. What is a simple self-expression in one person may be a tricky approach in another. We need to have our eyes open, but for heaven's sake let's not wrap ourselves in a mantle of suspicion. Generosity is a virtue rare enough. When we find it under the conditions that now prevail in the lives of our clients let's take it the way it is meant and not frown it to death."

FROM bona-fide situations which tax the patience and understanding of relief workers The Survey has drawn a series of articles of which this is the eleventh. The discussion is contributed by experienced supervisors who are aware of the human equation even in the whirlpool of mass relief. Articles to come: Big-Hearted Public and What Price Privacy.

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THE COMMON WELFARE

New York's New Year

ONLY pre-war New Yorkers, with memories of the John Purroy Mitchel regime, can recall a city administration so promisingly manned as that of the new Mayor La Guardia. For his cabinet the doughty ex-congressman—"If this means a fight, all right, let's have it"—has cut through all political log-rolling and even—a real feat in a city which embraces five counties—all geographical boundaries, and has chosen trained, competent men, whose liberal cast of mind matches his own, with records for that kind of hard-hitting honesty which brooks no political compromise.

First in interest to Survey readers is the appointment of William Hodson as commissioner of public welfare, which involves among other duties, the responsibility for New York's huge relief administration. Mr. Hodson has been executive director of the Welfare Council since its organization in 1925, is president of the National Conference of Social Work, past-president of the American Association of Social Workers and a member of the State Temporary Emergency Relief Administration. A lawyer by training, a social worker by choice, Mr. Hodson has profound convictions on the responsibility of government for the welfare of citizens. He was an outspoken advocate of federal relief for unemployment long before such advocacy was even respectable and was the author of An Open Letter to President Hoover on Federal Relief Appropriations (Survey Graphic, November 1931, page 144), the first forthright discussion of the subject to appear in a responsible publication, which turned out to be, in many respects, a prophecy.

For commissioner of corrections, Mayor La Guardia had the political temerity to go outside the state to get A. H. McCormick, one of the ranking penologists in the country, assistant director of the US Bureau of Prisons and recently acting superintendent of the US Industrial Reformatory at Chillicothe, O. For park commissioner of Manhattan he chose Robert Moses, president of the Long Island Park Commission, whose enduring monument is the famous Jones Beach and other state resorts developed under his leadership. By a stroke of real ingenuity the posts of park commissioner in the four boroughs other than Manhattan will be left vacant, thus giving Mr. Moses a free hand to evolve a unified park policy for the entire city. As tenement house commissioner, to act as spearhead for his whole program of better housing and slum elimination, he chose the vigorous young Tammany-baiter, Langdon Post, who learned his housing ABC's in the atmosphere of Greenwich House.

On the financial side of his administration Mayor La Guardia has surrounded himself with experts of brain-trust caliber, led off by that brain-truster of national status, A. A. Berle, Jr., of Columbia University, who imbibed a good deal of social philosophy in his early days as a resident of Henry Street Settlement, and whose writings have frequently appeared in Survey Graphic, most recently in the Minds on the March issue (The Law and Social Revolution, December 1933, page 592). In order to give him official status as general financial adviser to the administration, Professor Berle has been appointed city chamberlain, an office rated as a political sinecure which, he says, is entirely useless and the abolishment of which he hopes to effect. Politicians of the old school almost had a stroke when Professor Berle made a "suitable abatement" of salary a condition of his acceptance of office.

Politicians sustained other shocks in the appointment of Joseph D. McGoldrick, assistant professor of government at Columbia University, as deputy controller, and of Russell Forbes, associate professor of government at New York University and secretary of the National Municipal League, as commissioner of purchase, both key offices ordinarily counted as coin for political pay-offs. Their worst blow came however in the appointment of Paul Blanshard, the fighting head of the anti-Tammany City Affairs Committee, until recently a member of the Socialist Party, to the powerful post of commissioner of accounts where he has access to the books of any office financed by city funds and power of subpoena over any official on the payroll.

Not appointed but elected to the new mayor's cabinet as borough president of Brooklyn, is Raymond V. Ingersoll, war-horse of the parks and playgrounds movement in the Mitchel administration, since 1924 arbitrator in New York's cloak and suit industry and member of more than one important legislative commission.

As this issue of The Survey goes to press announcement is made of two more important appointments: commissioner of hospitals, Dr. S. S. Goldwater, ranking hospital administrator and consultant of this country—perhaps of the world; commissioner of health, Dr. John L. Rice, assistant clinical professor of public health at Yale University and for the past ten years head of the modern and progressive health department of New Haven, Conn.

Rehousing New York

THERE is decided evidence that a real slum-clearance and low-cost housing program is to begin in New York City. Mayor La Guardia lost no time through his new tenement-house commissioner, Langdon W. Post, in voicing again his determination to provide housing at a cost of "somewhere between $6 and $8 a room." The appointment of a man of the caliber of Mr. Post—a friend of President Roosevelt, former assistant federal emergency relief administrator, who introduced the multiple-dwellings bill in the Assembly of 1929—indicates not only that housing is in the hands of a friend, but of one who will whole-heartedly cooperate with the federal administration. Moreover, the Citizens Committee on Slum Clearance, organized at the inspiration of the director of the housing division of the PWA, has selected twelve areas in the city as sites for municipal housing, including outlying areas along with slum districts as part of a great slum-clearance project. This committee is working closely with city officials. And the federal housing administrator has indicated that funds will be forthcoming at once for desirable projects in New York City.

Although citizens, local and federal authorities are cooperating, the last important link in the chain is lacking still—enabling legislation. But a housing bill is to be

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introduced again into the legislature, and report has it that differences of opinion as to how the authority shall be divided between the existing state housing board and the future local housing authority have been ironed out. It is difficult to believe that either party will continue to take the responsibility for defeating this measure. Once a bill is passed, the next important consideration is the appointment of qualified members of the local authority—men as good as those the mayor has selected to administer other municipal departments.

Labor Prescribes

A SPECIFIC plan for meeting urgent problems of their industry was put forward by the chiefs of the twenty-one railroad labor unions at their annual meeting. Two years ago they proposed an economy program to make possible the payment of bond interest without resorting to a wage-cut (see The Survey, December 15, 1931, page 293), which was rejected by the railway executives. This year railroad labor proposes a Federal Railroad Credit Corporation through which refinancing totalling $2 billion may be completed within two years as a public service, not a private-profit enterprise. The scheme was put before the Chicago gathering by George M. Harrison, president of the Brotherhood of Railway and Steamship Clerks, and vice-chairman of the Association of Railway Labor Executives. It means, as he outlined it, complete reorganization in the interest of stockholders, bondholders, employes and the public of a financial structure to which he lays many of the present difficulties of those mainly dependent on the railroads—wage-earners and security-holders—for their income. The plan is being studied not only by the railway labor heads, but by Joseph B. Eastman, federal railroad coordinator, and Henry Bruère, special financial adviser to the President.

Chest Campaign Results

PROOF of sorts for almost anything is found in the tabulation of returns from the community chest campaigns that wound up their annual drives in December. Never, says Allen T. Burns of Community Chests and Councils, Inc., have results been so spotty, never have generalizations been so delusive. For the sake of the record it may be said that the 175 chests thus far tabulated attained 82.4 percent of their aggregate goal of $53,851,611, which in turn represented 82 percent of the amount raised in 1932 for the needs of 1933. The percentage of goal was pulled down by a few large cities which fell sadly short of their hopes and which, statistically speaking, more than wiped out the gains registered by some twenty-eight chests in corn-belt cities, which raised 94 percent of their aggregate goals and 91.4 percent of their last year's totals. But except for this middle-western area, geography offers no guide to results, for in New England one city would triumphantly top its goal while another, only an hour's ride distant, would lag far behind. It seems a fair guess that local business conditions rather than the state of the nation determined results.

It is the general story that big individual gifts have shrunk painfully, particularly from what is described as the bankers and brokers division. It is also evident, in advance of complete analysis, that the middle givers, $25 to $200, have cut down in amount though not in numbers. Curiously enough the number of givers appears to have increased—Syracuse, N. Y., reports 5000 more than last year, New Haven 3000, Denver 5000, Spokane 1100, and so on. The guess here is that the number of givers follows a rising curve of local reemployment.

No one knows the answer to the question of what will happen to the social agencies in the many cities, large and small, where chests fell far short of closely calculated budgets. Muddle through this year they can, and probably will, with programs curtailed to a point where continuance may not be justified. At this point there are, says Community Chests and Councils, Inc.:

> two basic alternatives: the discontinuance of the chest with presumably the strongest, and not necessarily the fittest, agencies surviving; or, reorganization of program and agencies which would ensure the maintenance of the most essential services on a basis of at least minimum efficiency.

The Weakest Corner of the New Deal

EVEN a four-cornered stool is bound to wobble as the seat of government if there's no leg worth mentioning at one corner. The AAA and the NRA afford sockets at the corners for farmers, businessmen, workers and consumers as the four legs of the New Deal but its steadiness depends on their organization from the ground up. How does the thing stand?

The Department of Agriculture has long served the farmers; old-line rural organizations and the newer co-operatives web the country. They have their socket in the AAA.

The Departments of Commerce and Labor (the former expanded throughout the post-war years, the latter scamped, but now taking on new life under Secretary Perkins) are committed to the interests of employers and workers. Under the NRA, producers have been freed and stimulated to act together with respect to output, prices and trade practices. Behind the US Chamber of Commerce and the National Manufacturers Association range the strong trade bodies which thus have been given new status. Now come the Harriman-Swope proposals that they take over the show—and govern themselves, if not the rest of us. So far as the interests of this group go, the immediate problem of the NRA shifts from code-framing to administration that will weed out abuses in those lines where high-binders have seized control and bring code authorities generally up to new levels.

Fragmentary but accelerated organization has gone ahead at the workers' corner. Since last spring, the AF of L, the brotherhoods and the independent unions have worked in concert. At the left of this new front, Communists are gaining ground; at the right, company unions have fairly mushroomed under section 7-a of the Recovery Act; but that section and the institution of the National Labor Board have afforded a new foothold for collective bargaining. More aggressive campaigns for unionization are to be anticipated in 1934, drives for wage increases, and for a larger say in the whole scheme of control instituted by the NRA.

When it comes to the fourth corner of the stool, the consumers' corner, there is a double socket in the seat of authority at Washington but as yet little by way of a leg that reaches to the ground. The case was put in this way by Mary H. Rumsey, chairman of the Consumers' Advisory Board of the NRA, and Frederic C. Howe, consumers'

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counsel of the AAA, in sending out a call for a meeting held in Washington in mid-December:

> In the creation of these consumer agencies, consumer interests have, for the first time, received direct recognition by the federal government. As consumer representatives, our boards stand logically in a strong position—since the purpose of production is in order that people may consume. The logic of our position does not make up, however, for the lack of organized consumer consciousness among those whose interests we represent. Industrial interests are organic and vocal; labor groups to a lesser, but nevertheless considerable, extent; consumers, hardly at all. We feel the necessity, therefore, of building up contacts with those whom we represent, of developing channels whereby their needs may be made known to us and our efforts in their behalf be made known to them.

Consumers Emerge

OUT of that December meeting came, as a nucleus for action, a move to institute a Consumers National Conference. Few of those invited could qualify in the sense that officials of a trade association or a labor union stand for producers. Outside of representatives of Consumers Research, the National Association of Purchasing Agents, consumers' cooperatives and consumers' councils, they were identified with women's clubs, labor unions, settlements, farm bureau federations, home economic groups, leagues of women voters and the like.

The gathering was opened by Mrs. Roosevelt at the White House, in a session that had the earmarks of a war-time rally. In the course of it Secretary Wallace spoke and you had the refreshing sense that he was back of his consumer group. Recent history had given color to that impression—the overturn the week before in the administration of the AAA. Earlier the grocers' codes, stalemated by the conflict in policy-making, had been transferred to the NRA. General Johnson also spoke and you had the sense of impatience of a man who considered his first charge to get industries running and men back to work. He told of a hearing scheduled in December to take up protests—with nobody applying.

At the Pan-American Building next day, the people called in became articulate. They cited the lopsidedness of code authorities, loopholes and lack of standards in codes that left purchasers helpless against fraud and extortion. At a final luncheon at the Cosmos Club, they took over the meeting and set up a committee with Leon Henderson of the Department of Remedial Loans of the Russell Sage Foundation as chairman; Alice Edwards of the American Home Economics Association, Washington, secretary. An interview with General Johnson followed, which after a stormy beginning may be said to have cleared the air; with assurances on his part that labor and consumers' advisers will hereafter be attached to code authorities; and an invitation to two downright critics—Leon Henderson and F. J. Schlink—to join him as advisers.

The meeting afforded the two official consumers' agencies an opportunity to present the work they have carried on. An example is the devastating analysis submitted by the NRA group on the price schedules put forward in oil; and the hearings through which the AAA has aired grievances as to milk agreements in Baltimore, Philadelphia, Chicago and Boston. Paul H. Douglas outlined plans for setting up county consumers' councils throughout the country to be headed up under the new National Emergency Council. These will be like little voluntary bucket-brigades unless they are implemented with an effective service out from Washington on standards and prices. The CAB of the NRA has projected a consumers' standards board, with $250,000 for basic testing. From the Department of Agriculture has come the Tugwell Bill on foods, drugs and cosmetics. Neither advance will go through without a fight.

Here, no less than in insisting on representation on the code authorities, the new Consumers National Conference has work ready to its hand. Beyond that lies the long-run job of study, information, education and organization if our new purchasing power is not to be engrossed before it is earned; and if the user, no less than the maker, the grower and the profit-taker, is to come into his own under the New Deal.

Experts Also Spoke

MISREPRESENTATION so violent that it would seem to defeat its own ends is rampant in the stream of propaganda pouring out in opposition to the Tugwell Bill to revise and extend federal control of foods and drugs (see The Survey, November 1933, p. 383, Radio and Rouge; December, p. 414, What is Timely?). Manufacturing druggists are declaring to the trade that business will be ruined because no customer can buy so much as a coughdrop without a doctor's prescription. That claim is poppycock; the bill does not prevent anyone from getting any medicine he wants unless it contains narcotics; it does insist that he shall know what he gets. More disturbing are thinly disguised threats from manufacturers to newspapers, warning them that they will lose advertising unless they oppose the measure and hinting that two doctors have written the bill to fatten doctors' pocketbooks. And still more disturbing is the fact that a responsible group like the National Publishers' Association, representing leading national magazines, has come out in opposition to one of the basic protections the bill offers to consumers—what the Association terms "the sponsoring of food products by the government through the compulsory branding of foods, as 'U. S. Grade A' or any other governmental designation." Now not only the government itself, but big businesses save millions of dollars each year by buying by specification, instead of having to rely on the lure of trade names, packaging and the manufacturers' ballyhoo. Advertising might well suffer if consumers were able to place less emphasis on trade names, more on impartial rating by disinterested experts. But is advertising to be the arbiter?

Again we urge Survey readers to write the U. S. Department of Agriculture for a copy of S. 1944 and read for themselves, rather than rely on newspaper reports. For example, recently The New York Herald Tribune carried an account of a hearing on the bill. The headline, first paragraph and the greater part of a column detailed the arguments of the bill's opponents, with a brief mention of the approval of the bill by the Department of Agriculture. At the very end were two sentences: "W. C. Roberts indorsed the measure on behalf of the American Federation of Labor. Others who favored it were Professors Yandell Henderson of Yale; Haven Emerson, of Columbia, and Allen Freeman of Johns Hopkins." No sentence explains that these were not only "professors" but nationally known leaders in public health, and that one of them, president of the American Public Health Association, had been designated by that body to give the Association's official support of the measure.

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INDUSTRY

Buffalo's Annual Count

LESS unemployment than in 1932, slightly more than in 1931 is revealed in the preliminary report of Buffalo's fifth annual employment study. This yearly census, sponsored by The Buffalo Foundation, in cooperation with the New York State Department of Labor, is a house-to-house enumeration of about ten thousand homes, made during the same week each year. For 1933, of 15,729 usually employed persons, able and willing to work, 58.2 percent were on full-time jobs, 13.6 percent on part-time jobs, and 28.2 percent were unemployed. There was a great difference in the showing for men and for women workers. Of the men, 75 percent were employed, in contrast with only 44 percent of the women. This represents a gain of 7.2 percent for men since November 1932 but an increase in unemployment from 25.4 to 56.2 percent for women.

Comparing the results of the five studies, it was found that those who could not find employment constituted:

6.2% of men, 3.5% of women in 1929
17.2% of men, 14.6% of women in 1930
24.3% of men, 21.1% of women in 1931
32.6% of men, 25.4% of women in 1932
25.1% of men, 56.2% of women in 1933

The proportion of idle men unemployed more than fifty-two weeks rose from 60 to 68 percent in the past year. Almost four fifths of the unemployed group have been out of work more than two years. The preliminary report states, "It appears that the men who are being put back to work are from those groups who had been unemployed less than fifty-two weeks."

A special bulletin giving the detailed findings of the five Buffalo studies will shortly be published by the State Department of Labor.

Tenement Earnings

URGING that state minimum-wage laws be made to cover "home work" as well as factory work, the New York League of Women Voters lists from inspection reports of the State Department of Labor examples of current wage rates paid tenement "home workers" which "show the cruelty possible under present conditions":

Dolls' dresses, eight cents a dozen. The worker earns about six cents an hour.

Dolls' underwear, 20 cents a gross. It takes four hours to make a gross by foot machine.

Ladies' neckwear, 25 cents a dozen, averages about three cents an hour.

Children's dresses, 20 cents a dozen. It takes two hours and a half to make each dress.

Gloves, 30 cents per dozen pairs. An experienced hand can finish four or five dozen pairs a day.

Silk lamp-shades, 25, 30 and 35 cents a dozen. The experienced hand can make four or five dozen a day.

Making children's dresses is one of the worst paid of these sweated home-trades. The records of four workers, selected at random, were as follows: the first gets 30 cents a dozen and can make 1½ dozen in ten hours. The second gets 65 cents a dozen and can make a dozen in eight or ten hours. The third gets 20 cents a dozen, and to make a dozen takes the whole day. The fourth gets 15 to 20 cents a dozen. It takes six hours to make a half dozen.

Wages in Connecticut

A STUDY of women's earnings in the dress industry was the first move toward putting into effect Connecticut's new minimum-wage law. The survey, directed by Helen Wood, is available in mimeographed form. "The essential conclusion . . . is that wages paid for hours worked in the dress industry are oppressive for a large enough number of women to be of vital concern to the state." Median weekly earnings (half more, half less) in the busy season were $10.11; in the slack season they dropped to $5.46. The report further points out that "rarely can a worker count on more than thirty full weeks of work a year." No worker in this industry can count on a definite annual income. It was found that extremely low earnings for a considerable number of women were due to their classification as "learners." In some cases "learners" had been with the firm for which they worked for several years, and made up a substantial proportion of the total force employed, in one case 65 percent.

In her letter of transmittal to Labor Commissioner Tone, Miss Wood stated, "I should like to recommend that you call a wage board in this industry to set a fair and reasonable wage, which would represent adequate compensation for services rendered."

Such a board, including representatives of the public as well as of employers and workers in the industry, has been appointed.

Trouble in Coal

INDICATIONS of "serious abuses" in the Pennsylvania hard-coal area are reported by the fact-finding committee appointed by the National Labor Board to survey the situation. The committee recommends a body with stronger powers, "which should begin its investigations with a pledge by the interested groups by which it was constituted that its findings would be accepted." The report cites serious clashes between the coal unions affiliated with the AF of L and the more radical United Anthracite Miners, and declares that many of the strikes have been engineered largely by "gangster methods." Even more serious is the suggestion that:

With employment as scarce as it is, and with the desperate struggle to secure a job when it occurs, it would not be at all surprising, human nature being what it is, to find men among the mine bosses who would take advantage of the situation to sell jobs.

New and Brief

REHABILITATION IN THE SOFT-COAL FIELDS. *American Friends Service Committee. 20 South 12 Street, Philadelphia.*

THE situation in the bituminous coal area and how the Quakers have helped meet it, briefly told in text and pictures.

THE ECONOMIC STATUS OF NEGROES, *by Charles S. Johnson. Fisk University Press, Nashville, Tenn.*

AN admirable summary and analysis of the materials presented at the Conference on the Economic Status of the Negro in Washington (see The Survey, June, page 222).

THE USE OF CREDIT UNIONS IN COMPANY PROGRAMS FOR EMPLOYE SAVINGS AND INVESTMENT, *prepared by Eleanor Davis. Industrial Relations Section, Princeton University, Princeton, N. J.*

THE record of a number of experiments with one type of "voluntary cooperative program for worker security" which even in the depressions has "a definite record of accomplishment."

NATIONAL RECOVERY MEASURES IN THE UNITED STATES. *International Labor Office, Series B, No. 19. World Peace Foundation, 40 Mount Vernon Street, Boston. Price, $1.*

A COMPILATION of the principal legislative measures included in the recovery program, with summaries of a number of the codes.

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Another problem mentioned is that of reinstating certain miners who were not allowed to go back to their jobs after the strike in November. The report indicates that unless these men are taken back, another strike is likely.

The report was signed by the entire committee, which included representatives of labor and of the public.

Enforcing Section 7a

DIFFICULTY between the National Labor Board and the Weirton Steel Company is apparently moving in the direction of a test case under NIRA. In mediating the strike between the company and its employes, the NBL ruled that the employes must be given opportunity to elect their own representatives to carry on collective bargaining with management. To insure against any suggestion of "undue influence" in the election, the NBL ruled that the voting should be under its own auspices (see The Survey, November, page 385). The company, which had resented the NBL mediation, refused to accept this provision of the strike settlement. NBL has asked the Department of Justice to sue for an injunction, restraining the company from interfering with the voting by its employes in West Virginia and Ohio. Donald Richberg, counsel for the recovery administration, is preparing a case against the firm for violating the Blue Eagle agreement. This will not be pressed until the issue raised by the NBL has been settled.

Insurance in Washington

THAT compulsory unemployment insurance will be an issue before Congress in the present session was agreed by a group of experts who met recently in Washington to consider legislative plans. A growing sentiment in many sections of the country was reported to favor the establishment of unemployment reserves, shifting to industry some of the billion-dollar-a-year relief burden now borne by taxpayers. Three plans are under consideration by those who have made a special study of insurance:

An amendment to NIRA, requiring each industry, under its code, to set aside a percentage of its earnings to help carry its workers over seasons of unemployment;

Federal aid for industries which provide security to their workers by exempting all security reserves from federal tax;

Indorsement of a model state unemployment insurance bill.

William L. Leiserson, author of the Ohio Unemployment Insurance Bill, pointed out at the conference that the first proposal is in line with the plea of the secretary of labor to the steel companies that they provide for reserves in their code, and take the lead in establishing a measure of security against unemployment, as they did against industrial accident through the adoption of workmen's compensation.

HAVING operated under its code for a trial period, the automobile industry has filed with NRA a request that the code be extended to September 1, 1934. It is believed that the much disputed "merit clause" will remain in the code. This clause reserves to employers the right to "hire and fire" on a merit basis, regardless of union membership. Though this provision went into the automobile code, it has been stricken out of all others. The President ruled that the right existed, but was not to be used to discriminate against union members. The Ford Company has announced that it is observing all the code provisions.

A JOINT committee to work for ratification of the federal child-labor amendment was recently organized in New York, following a meeting called by the National Child Labor Committee, and attended by representatives of more than fifty organizations interested in child welfare.

A SUMMARY of the labor laws enacted by Congress and by forty-three state legislatures which met in 1933 is carried in the December number of the Labor Legislation Review.

EDUCATION

Where Schools Can Save

OFFERING an analysis of problems of public education in the depression as well as specific recommendations for economy, the committee appointed in July by Governor Lehman of New York to determine whether further saving could be made without impairing school standards, submitted its report last month. The majority of the committee holds that, because of increased enrollments there should be increased state school appropriations in 1934–5. A minority holds that expenditures should be about the same as for 1932–3. The report urges that the bill for education be paid more largely from state revenues and less from local property taxes. It deplores the elimination of music, art, kindergartens, health supervision, school lunches, stating:

We should prefer to see classes increased in size, to see teachers adopt a heavier program of teaching, even to see salaries further cut, rather than to deprive children of a well-rounded education and equal opportunity.

The four major recommendations for large-scale economies are, first, redistricting the state, eliminating small, expensive classes by enlarging units of attendance, administration and taxation. Second, the recodification of the education law, since "unnecessary expenditure often results from the difficulty of understanding and interpreting obscure and conflicting laws." Third, it was found that large sums paid by school boards on money borrowed in anticipation of tax collections and state grants could be saved if there were better coordination between financing and school needs. Finally, the committee finds that it would be a great saving to local school boards in placing their insurance with the state.

In appointing the committee, Governor Lehman observed that education is the largest item not only in the state budget but in the political subdivisions. For several years, state aid to the schools has amounted to more than $100 million annually.

Wisconsin Takes Stock

A SORT of state audit of needs and resources in adult education has been undertaken by the University of Wisconsin as part of its CWA program. The survey, which is to be completed within eleven weeks, seeks answers to three specific questions: What are the educational needs of the state's adult population? How far have shortened hours of work already created a leisure problem? What types of adult-education service apply or do not apply to the new situation? About 160 trained investigators, unemployed graduates of educational institutions in all parts of the state, are gathering the data. One of the most important projects in the enterprise is a survey in five counties of unemployed highschool and college graduates. Based on the factual information secured in this study, emergency programs of adult education and recreation will be organized, under CWA, with the cooperation of local schools, vocational schools and other agencies. Community resources in drama, music and art are also being explored and through the University Extension Division it is hoped that new opportunities in these fields, and also for debating and public discussion may be opened up. The study also covers possibilities

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of visual instruction for adults in social and economic problems, using traveling sets of lantern slides, with manuscript lectures.

About Parents and Children

CONSIDERATION of today's changes in the home and in the schools will be the theme of the conference on January 19–20 with which the Child Study Association of America will celebrate its forty-fifth anniversary. Among the topics to be discussed will be: The New Economics and the Family, Education Reconsiders Its Aims, Moralities in a Time of Change, Parents and Children in a Changing Society. In preparation for the program, more than thirty specialists in sociology, psychology, education, religious education, social work, economics and parent education, are holding a series of small group meetings. From these informal discussions have come, it is reported, some enlightening points of agreement, as well as some lively controversies, which will form the basis for the presentation of the conference topics. A detailed program, of interest to those conducting similar meetings as well as to those planning to attend this conference, may be obtained from the association headquarters, 221 West 57 Street, New York.

Negro Children and Their Schools

PROBLEMS of Negro education in this country will be considered at a national conference to be held early in 1934 under the auspices of the U. S. Office of Education. Dr. Ambrose Caliver will direct the conference, which will be under the chairmanship of Dr. George F. Zook, U. S. commissioner of education. A planning committee of twenty-eight members met in Washington last month, to formulate program and policies.

How seriously Negro education has been affected by hard times was shown by a recent study of rural elementary Negro school children, made by the federal office. This survey disclosed that nearly half of these children live two to three miles from a schoolhouse, and that bus service is provided for only 1 percent; hence more than one million Negro children of grade-school age do not attend school. Further, it was found that more than a third of the Negro pupils never go beyond the fifth grade, nearly three fourths stop with the fourth grade. Negro pupils are seriously retarded, about two thirds of them being over age. "It is believed that much of the retardation is due to shortness of the school term, poorly prepared and overburdened teachers and lack of equipment." The average salaries for teachers of Negro rural schools range from $346 to $478. In his report of the survey (Office of Education Bulletin 1933, No. 5, Superintendent of Documents, Washington; price, 10 cents) Dr. Caliver points out:

> The equipment of Negro rural schools is, in the main, meager and inadequate. Nearly 40 percent still use benches with no desks. A few schools have no blackboards at all. Ordinary stoves are used to heat more than half of the school buildings, most of which have no fire-protection facilities.

AN ADVENTURE IN EDUCATION FOR THE UNEMPLOYED, *by Edwin S. Burdell. Ohio State University, Columbus.*

A REPORT and comment on two six-weeks sessions of a free school for the unemployed.

THE SOCIAL-ECONOMIC GOALS OF AMERICA, *by a committee of the National Education Association, 1201 16 Street, Washington, D. C. Price 15 cents.*

ORGANIZED by the 1931 convention of the NEA, the committee has here attempted to define "desirable social and economic goals" for this country; the second half of its task, on which it is at work, is to "indicate the materials and methods which the schools . . . should use to attain these goals."

PROGRAMS OF GUIDANCE, *by William C. Reavins. Monograph No. 17, U.S. Office of Education. Superintendent of Documents, Washington. Price, 10 cents.*

THE material on vocational guidance, including summaries of nine programs, from the National Survey of Secondary Education in convenient pamphlet form.

RADIO CONTROL AND OPERATION, *compiled by E. R. Rankin. Extension Bulletin, Vol. XIII, No. 3, University of North Carolina Press, Chapel Hill, N. C. Price 50 cents.*

A DEBATE handbook on a much-argued question.

SPECIAL LIBRARIANSHIP AS A CAREER. *Institute of Women's Professional Relations, Women's College, University of North Carolina, Greensboro, N. C.*

ONE of an admirable series of vocational-guidance pamphlets. It includes a brief bibliography.

Independent Study

IN the interests of educational economy and also as an experiment in developing initiative among its students, the University of California is this month launching a plan of independent study. This scheme will permit students to carry on the work of certain courses without attending classes or lectures. Proficiency will be judged on the basis of a written examination. Only subjects which lend themselves to examination and in which the faculty are prepared to give an examination will be included. In announcing the plan, President Sproul stated:

> Approaching the matter of cost of instruction from quite a different angle we are asking if our machinery is not needlessly cumbersome and vexatious. Are not American colleges and universities so anxious that their students "get an education" that they leave little to their discretion in choice of courses or in method of study? Why not encourage students to learn some things for themselves? . . . I am convinced that if we will only throw responsibility upon students many a one who today is merely passive will be aroused to intellectual life.

To end social difficulties on the campus, Swarthmore coeds recently voted 168 to 109 to abolish sororities, thus ending a three-year controversy.

THE Hebrew University in Jerusalem announces that fourteen exiled scholars, formerly on the faculties of German universities, are soon to be added to its staff. Five have already been appointed.

LAUNCHING a new experiment in adult education, the National Congress of Parents and Teachers will sponsor a series of radio broadcasts on parent education during the first three months of this year. Programs will be broadcast each Tuesday, beginning January 16, from 3:30 to 4:00 P.M., EST, over the NBC network. The first speaker will be Mrs. Hugh Bradford, national president of the PTA. Her topic will be Aims and Ideals in Modern Life.

TEN six-weeks courses, ranging in theme from Political Economics of the Reconstruction Period to Crime and Punishment in the USSR will be given in English at the first summer-school of Moscow University this year. The project is under the auspices of the Anglo-American Institute of the university and will be directed by I. V. Sollins, formerly of New York University. Exchange of academic credit with American institutions is now being investigated through the Institute of International Education.

A COMMITTEE of the American Association of University Professors, appointed to investigate conditions of academic freedom at Rollins College, Winter Park, Florida, reports that, "The existing rules and recent practise of the college with respect to tenure and to procedure in removal seem to the committee unsatisfactory in themselves and detrimental to the college." The inquiry dealt with the recent dismissal or resignation of eleven members of the college faculty. A reply, published in the December Bulletin of Rollins challenges the fairness of the investigation and of the report. Since 1925, when Hamilton Holt took it over, Rollins has been a notable experiment in progressive education.

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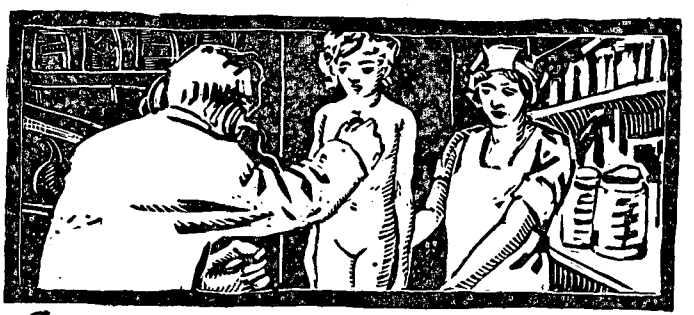

HEALTH

Keeping Up Child Health

NEW JERSEY'S 150 child-hygiene nurses of the State Department of Health enter the picture as special scouts and aids for the State Emergency Relief Commission through a recent plan put forward by health and welfare authorities and approved by John Colt, state relief director. Under the plan family relief orders may be stretched to include such foods as orange juice, tomato juice, vegetables, eggs and codliver oil in amounts adequate for the special needs of undernourished children on the recommendation of a physician or a child-hygiene nurse. Municipal relief administrators also have authority to refer families on the relief list to a child-hygiene nurse so that she may instruct the mothers in the selection and preparation of foods to prevent malnutrition. "A child-health maintenance program is preferable to a child-health recovery program," declares Public Health News, monthly bulletin of the State Department of Health. "After studying reports of our nurses in the field there does not appear to be a marked increase in malnutrition in New Jersey. . . . This may be attributed in part to our educational work for fifteen years, aided by the intelligent program of the State Emergency Relief Administration. . . . It is the duty of the child-hygiene nurses to ferret out cases warranting special attention and appeal directly to the municipal relief administration to increase the budget allowance. . . . Malnutrition amongst children is greater in the rural sections than in the congested cities."

The Violent Male

MALE deathrates are nearly everywhere higher than female. At the very start of life, the Metropolitan Life Insurance Company deduces from its records, the discrepancy reflects the fact that "the male child is indeed somewhat more delicate than the female." But even for toddlers from one to four and through all the ages of man up to 75, violent death (accidents, homicide, and suicide) pushes the male deathrate upward to an extent unknown to the traditionally gentler sex. From 5 through 14, accidents kill more boys than all the usual communicable diseases combined, including influenza-pneumonia and tuberculosis. The accident rate of boys at this age is almost two and one half times greater than that of girls. From 15 to 49, the male deathrate from violence is more than four times that of the female and exceeds any other cause of death. "We have heard much during recent years concerning the needlessly high maternal mortality rates in our country," declares the Company's Statistical Bulletin, "but the question may well be raised whether the regrettably high maternal deathrate is not far exceeded in serious consequences for society and the family by the high and largely avoidable death-rate from violence of various sorts among male wage earners. The combined mortality rate of men from accidents, homicides and suicides during this age period [15 to 49 years] is just three and one half times that of women from causes related to pregnancy and childbirth. . . . The various factors in industry, in sport, and in personal habits which create the special risk for the male, are subject to modification, if we only avail ourselves of the opportunity. Much has already been done in this direction by such organized efforts as the Safety First movement; but much more still remains to be done."

Health in Day Nurseries

TO establish and maintain good health for each child and prevent the spread of disease in the nursery are the objectives of a minimum health program for day nurseries presented by a committee of the Day Nursery Section of the New York City Welfare Council and published in full in the December issue of the Day Nursery Bulletin. The nursery staff should include a qualified physician, visiting at regular intervals and in charge of regular routine examinations, and a graduate or trained babies' nurse when children of less than one year are received. Health examinations should be required of members of the staff on employment and annually afterward to protect the young charges from possible infection through this source. The mother or other adult bringing the child to the nursery should remain until the daily health inspection of the child is completed; if the latter has signs of illness, he should not be allowed to mingle with the group. Other sections detail requirements for initial admission, procedure in daily health care, communicable disease and accidents, health habits, rest, exercise, diet and so on.

It's an Ill Wind . . .

ILL winds of hard times have helped turn to good for both nurses and patients in the spread of a step professional organizations long have advocated: the eight-hour day for nurses. One of the most recent announcements comes from

Pertinent Publications

A GUIDE FOR DEVELOPING PSYCHIATRIC SOCIAL WORK IN STATE HOSPITALS, *by Hester B. Crutcher, director of social work, Department of Mental Hygiene, State of New York. State Hospitals Press, Box 500, Utica, N. Y. Price 50 cents.*

"To social workers, as well as physicians, I commend this booklet," declares a foreword by Dr. Frederick W. Parsons, New York state commissioner of mental hygiene. "There will be discovered much that can be used to the advantage of the mentally-sick individuals seeking your help."

COMMUNITY WORK IN MENTAL HYGIENE, *by Sanger Brown, II, M.D., assistant commissioner, New York State Department of Mental Hygiene. A limited number of copies available on request from the Department, Albany, N. Y., on receipt of postage.*

SIXTEEN-PAGE pamphlet on conduct of mental-hygiene clinics, duties of clinic personnel, methods of teaching mental hygiene, etc.

THE EFFECT OF TROPICAL SUNLIGHT ON THE DEVELOPMENT OF BONES OF CHILDREN IN PUERTO RICO, *by Martha M. Eliot, M.D. Publication No. 217, Children's Bureau, United States Department of Labor. Price 10 cents of the Superintendent of Documents, Washington, D. C.*

DESPITE unfavorable social and dietary conditions, less than 1 percent of the children studied in Puerto Rico showed the evidences of rickets found in a large percentage of children studied by the Bureau in New Haven.

CONCERNING SENILE CATARACT, *by Luther C. Peter, M.D.*
LIGHTING FOR THE CONSERVATION OF VISION, *by Percy W. Cobb, M.D.*
WHAT CAN AN ORGANIZATION FOR THE BLIND DO IN PREVENTING BLINDNESS, *by Conrad Berens, M.D. Publications, Nos. 122-124, National Society for the Prevention of Blindness, 450 Seventh Ave., New York City. Price 10 cents each.*

FOR other available reprints on eye-conservation, write the Society.

THE CONTROL OF DIABETES. *Metropolitan Life Insurance Company, New York City.*

CHARTS and text assembled by the Company and the New England Deaconess Hospital, Boston, for the scientific exhibit of the American Medical Association, Milwaukee, 1933.

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District No. 4 of the Ohio State Nurses Association, where starting December 1, "the eight-hour day is to take precedent over all other hours of service" in special-duty nursing. The charge is to be $5 for eight hours of service; exceptions will be adjusted in the office of the nursing organization. "We believe that the normal length day will insure better care of the sick and that length of illness will be shortened because the service is more effective." In the December issue of The American Journal of Nursing, Ethel Swope, temporarily assistant director at headquarters of the American Nurses' Association, declares that 150 hospitals have adopted the eight-hour plan for special nurses, with a spread of employment among nurses of between 12 and 28 percent, depending on the community and the demand for special nursing. Cost to the patient is not increased. An overwhelming percentage of patients queried said they preferred the three-shift system and nurses are finding that they have time to live.

Boarding Homes for Mental Patients

NEW YORK STATE is trying out in a small way what long has been done in Belgium and to a limited extent in Massachusetts: the use of boarding-homes for patients in place of state institutions. In an upstate village, thirty-two patients—chiefly mental defectives but including some with mental disease—are living in fourteen family homes, under supervision of the adjacent institution. The patients prefer that mode of life. Probably the village could care for one hundred, "to its prosperity and the very great comfort and happiness of the patients," declares Dr. Frederick W. Parsons, state commissioner of mental hygiene. The cost, including social supervision, clothing and medical care, is about $4.50 a week; maintenance in an institution costs $7 a week, and if the costs of institution construction and the like are figured in, institutional care costs the taxpayers approximately $14 a week for each patient. The present experiment is being financed without state appropriation through earnings that accrued to the institution from patients' property. The Department has asked for $20,000 to finance a trial with one hundred patients for a year.

Training for Mental Health

Next summer will see the start of the Social Hygiene Center in Paris, a training school "organized to satisfy the professional and personal requirements of all those seriously occupied with the advancement of mental health." Lectures, seminars and supervised case work will be offered to students and practitioners in the fields of medicine, psychology, education and social work, with courses on psychiatric social work, mental hygiene, child guidance and psychotherapy and a special course on psychotherapeutic methods appropriate for churches and YMCA groups. The center is under the distinguished direction of Dr. Otto Rank and Dr. Pearce Bailey. One of its major aims is to "mitigate the occasional discord now existant between some of the disciplines and schools of psychology"; it "will not favor any profession or school but, on the contrary, will provide an unprecedented occasion for mutual understanding and cooperation." For further information address The Social Hygiene Center, 9, Avenue Louis-Boilly, Paris XVI, France.

THE Connecticut League of Women Voters adopted a plank supporting the birth-control movement by a narrow margin at a recent meeting. A similar measure was defeated at the convention two years ago.

THE health-service plan operated for staff and employes of the University of Chicago Clinics operated in 1932–33 at an average cost of $21.46 per person per year. The benefits include health examination at employment; routine medical care in the special health-service clinic and consultations elsewhere as needed; refractions (not including glasses); four weeks' hospitalization; and necessary operations. Members averaged 995. Each member pays $1 a month and the balance is paid by the department in which he works.

"VEHICIDE," says the Ohio State Health Department, is a new word to replace the awkward "automobile accident fatality." "Autocide" was also suggested, but on close look turned out to have the same meaning as "suicide."

THE National Organization for Public Health Nursing has worked out five study programs for board and committee members of nursing organizations, taking up their work, their concern with the organization and the staff, and its interpretation to the public. For details, address the NOPHN, 450 Seventh Ave., New York City.

SELF-EXPLANATORY if wind-taking is the name of New York's newest health committee, Committee for the Study and Promotion of the Sanitary Dispensing of Food and Drinks. Its organizing committee includes Bertrand Brown, Kendall Emerson, M.D., William A. Howe, M.D., and William F. Snow, M.D.; its executive is Homer Calver and its office, 450 Seventh Avenue.

THE Maryland State Board of Mental Hygiene has asked physicians to help in limiting admissions to mental hospitals to patients who have a chance of successful treatment or those who are a potential menace to the community. Recognizing that this limitation is undesirable and must be considered only as an emergency measure, the Board declares: "If some limitation of admissions is not carried out, overcrowding and decreasing budgets will reduce hospital service to an almshouse level."

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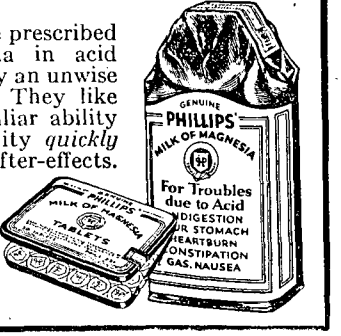

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UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

News from Washington

RELIEF. As of December 15, $310 million of the $500 million had been allocated to states for direct relief, work relief and surplus relief. Another $10 million was expected to be allocated up to December 31, leaving about $180 million in the original appropriation with which to begin the new year. Data are not at hand to estimate the effect of civil works in reducing the need for direct relief; but estimating $60 million per month during the heavy winter months, this sum would carry the load only through February.

Charts released by the FERA show that in September 1933, only six states had less than 5 percent of the families in the population on relief. In twenty-four states the percentage was 5 to 9; in nine it was 10 to 14; in five, 15 to 19; while in four states, over 20 percent of the population was on relief; 10 percent of all families in the continental United States received public relief in that month.

In ten states, federal funds formed less than 35 percent of total relief expended during the same month. In sixteen states, the federal government paid from 35 to 74 percent of the relief bill; in thirteen, from 75 to 94, while in nine states, over 95 percent came from federal funds. Over the country at large, the federal government footed 65 percent of the relief bill. In October, although total relief expended increased by about $7 million the federal government's share dropped to 63 percent.

Civil Works. More than 4 million persons were reported at work on Civil Work projects on December 15, after a quick telephone canvass of state administration offices. Not all state quotas are completely filled, and some adjustments will be necessary before January 1, but it is certain at this writing that the program will go into the new year at full capacity. All in authority at Washington join in the statement that the projects developed so rapidly by state and local administrations are in overwhelming majority excellent and socially useful undertakings. The CWA has surprised even itself. The strictly federal projects, under direction of the various departments of the U. S. Government, numbered eighty-three, and covered a wide range, including statistical studies of consumption under the Bureau of Agricultural Economics, control of malaria and spotted fever under the Department of Entomology and the Public Health Service, a survey of historic buildings under the Department of National Buildings and Parks, archeological excavations under direction of the Smithsonian Institute, municipal airport development under the Department of Commerce, and an unemployment trial census under the Department of Labor.

Of the persons employed on CW, only about 500,000, or one eighth, have been placed by the Reemployment Service. The remainder have come from the ranks of those on relief, and through veterans' organizations and labor unions, which have been permitted to propose unemployed members direct. The resulting disappointment to the many millions of unemployed not in preferred classifications and not on relief who have registered in the hope of receiving CW jobs, is intense and is being manifested in some instances in protests and in demonstrations. Strong pressure is developing on the part of state administrations and even of the workers on CW themselves, to "spread" the jobs, so that more men can be employed without increasing the total wage bill. This pressure comes especially from the far west, which has followed the method in work-relief days of "staggering" employment to such an extent that men got a chance to work only one week out of six or seven. Anxiety is frequently expressed in Washington over the vigor of this drive, which if successful would nullify the entire purpose of CW and reduce the program to something little better than precarious work relief. On the other hand, a group of mayors of large cities meeting in Washington on December 15 urgently recommended to the coming Congress that appropriations be immediately made to "step up" the CW program to 8 million jobs instead of 4 million. The unexpected popularity of the plan encourages Washington to feel that this may not be beyond the bounds of possibility. The opinion seems to be unanimous that useful jobs could be developed to employ this number of persons, providing funds were available; and that this would create a desirable "budgetary inflation" and lessen the pressure for currency inflation.

There has been an encouraging response from localities to the FERA appeal for cooperation in the purchase of materials. Almost one third of the total bill for CW is being paid out of state and local funds, chiefly for tools, equipment and materials. At first, pressure was brought upon state administrations to develop projects quickly; now, with the 4 million jobs actually in sight, the federal policy is to encourage states to go more slowly and exercise more care in the type of projects they approve.

Difficulties arising over CW wage-scales have been considerably clarified by the issuance on December 13 of important rules and regulations amending those previously in force. Two classifications are added; semi-skilled workers, to be paid at rates prevailing in the locality; and clerical workers, to be paid the prevailing rate, but not less than the following rates:

	Base	*Intermediate*	*Operating supervisory*	*Technical supervisory*
Southern zone...	$12 per wk.	$15 per wk.	$18 per wk.	$18–35 per wk.
Central zone	15 " "	18 " "	21 " "	21–40 " "
Northern zone...	18 " "	21 " "	24 " "	24–45 " "

These rules and regulations also make clear that the minimum-wage rates prescribed in the law are not to be regarded as maximum. In the event that local wage scales have been placed by agreement between employers and organized workers at a figure higher than the minimum, the agreed wage shall be paid. First preference is to be given in reemployment to employes on projects previously completed, so as to provide "continuous work after initial employment."

Civil Works Service. Civil Works has a new little sister called Civil Works Service. Civil Works funds, being financed by a grant from Public Works, must conform to the general pattern laid down by that administration. Civil Works Service has been developed to cover the various projects for women and white-collar workers which do not classify as "construction." They will be managed in the same way and by the same bodies as CW, but will be paid for out of relief funds, either state or federal. The most troublesome detail, still to be ironed out, is how to administer them as relief funds, under the terms of the act, without application at a relief center and subsequent investigation of need.

The new rules and regulations mentioned above permit the recommendation of professional organizations, such as teachers' organizations, medical and nursing societies, and associations of

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architects and engineers, to be accepted by relief administrations in lieu of investigation of need in the case of members of these professions.

The essence and spirit of this method is that, as to clerical and professional people employed on CWS projects, definite evidence of need should be presented, but there shall be a minimum of individual case investigation and maximum avoidance of follow-up in the home of the individual.

No mention of compensation for injuries was contained in the first rules and regulations issued by CWA, but supplementary instructions have now gone out that all CW employes are compensable under the Federal Compensation Law. This does not, however, extend to CWS employes, whose compensation, like that of persons still on work relief, "should be provided for from other sources." On December 15, a general safety program was announced by FERA, including the appointment of Sidney J. Williams, an industrial safety engineer of long experience, to direct the CWA's safety program. State safety directors will be appointed, as well as full and part-time safety directors in each community and on the larger and more hazardous projects.

It is expected that both CW and CWS can be "demobilized" by early summer, beginning in the Southern rural communities with the opening of the planting season in March. The increasing momentum of public works proper, plus the hoped-for revival of industry, is expected to "take up the slack" in the industrial centers by June.

The *Federal Surplus Relief Corporation*, of which the federal relief administrator is the president, has expended about $15 million federal relief funds and $40 million in processing taxes from the AAA. Contracts with meat packers are now made only for processing, the price paid to the producer being specified in the contract. Innovations are the permission accorded to state-relief administrations to make their own contracts with local packers and jobbers if they desire to do so, or to remain outside the surplus-food distribution altogether if they so request. Some state administrations have purchased local surpluses (hay, sorghum, sweet potatoes, peas) direct from the farmers or farmers' cooperatives. Beef, pork, butter, eggs, beans and apples have already been distributed; wheat and corn have been purchased and held for future delivery. Any surplus in this winter's crop of citrus fruits has been offered the government free of charge except for packing and shipping. A recent decision of the administration has been not to purchase cotton surpluses or manufactured clothing, except the provision of yard goods for sewing-rooms set up as CWS. The question is now up for decision whether surplus-food distribution shall be extended to institutions, camps and shelters for transients. Private-relief agencies have been allowed to distribute a certain amount to their clients who are unemployed, and, by a strange anomaly, persons formerly on relief who have been transferred to CW are also permitted to share in the surplus-food distribution.

Unfit for Work

HARRIS COUNTY (Houston) *Texas* found, last spring, that its attempt to put the major part of its 10,000 relief families on work relief was being defeated by reported inability of the family heads to perform hard manual labor. The relief committee felt that this could not be possible, and ordered a "round-up" for physical examinations. The results showed that the investigators' judgment had been correct, namely that more than half of the relief families had no one physically able to engage in work-relief occupations.

This showing was astounding in view of the fact that the pre-depression case load had never exceeded 600 families. After discussion with the FERA as to the long-range implications of this discovery, it was decided to repeat the study in the fall, with greater attention to the technique of investigation and classification.

Results of the second study are now available and confirm the findings of the earlier one. It was found that 2188 families on relief rolls had no adult male members. Of 8624 men examined from the remaining families only 4527 were able to qualify for "a regular job in either major or minor business or industry." Some 917 might qualify if existing physical handicaps were corrected. The remainder were considered ineligible for employment in the usual meaning of the word.

The survey showed, incidentally, that 1019 persons had not held a regular job for five or more years; 838 had been out of work for four years; 1687 for three years; 2424 for two years; 1758 for one year; and only 899 had been employed within the last six months. About 1689 clients were past the age of sixty. It was noted that 5620 clients expressed a willingness to attempt some sort of "back to the land" adjustment.

As a result of these disclosures, Houston has begun to give serious attention to the subsistence-homestead movement as it applies to the local situation.

Subsistence Homesteads

THE Division of Subsistence Homesteads, Department of the Interior, was set up in July under the direction of Dr. M. M. Wilson. Its purpose as set forth in the act was "to provide for aiding the redistribution of the overbalance of population in industrial centers," $25 million being appropriated to be loaned in aid of subsistence homesteads. With this comparatively small sum available, it was realized that only experiment and demonstration could be attempted; and the stated policy of the division has been to foster as many different kinds of small subsistence-homestead projects as it could find, where the project and the auspices seemed sound; to scatter them widely as to geographic and climatic conditions, and to ascertain by experiment what conditions would lead to the best results on a larger scale.

In its Circular No. 1, issued in November, the division discusses the problems which gave rise to the legislation; the existence of stranded industrial and agricultural communities, where mines have closed down permanently or where it is no longer profitable to continue to farm submarginal soil; the shorter work day and week, which permits the use of increased leisure for subsistence gardening; the occurrence of cyclical and seasonal unemployment, during which a measure of security can be given to workers if they can secure part maintenance from homesteads owned and worked by themselves. The trend toward decentralization of industry noted in recent years is a favorable factor in subsistence homesteading.

In general, five major classes of projects are being established by the Subsistence Homestead Division: (1) workers' garden homesteads near small industrial centers in which small industries are located and to which further decentralization is likely to take place; (2) workers' garden homesteads near large industrial centers, usually of heavy industries not likely to decentralize; (3) projects for rehabilitation of "stranded" industrial population groups, particularly bituminous coal miners; (4) projects for reorganization of disorganized rural communities, and for elimination of rural slums on lands submarginal for agriculture; (5) movement of population, largely farm families, from submarginal dry-farming lands in the West, to unoccupied farms on existing federal reclamation projects, to be done in cooperation with the Bureau of Reclamation. Projects of the first two types will be planned to accommodate those employed in offices, in the trades and in other lines, as well as in industry.

Subsistence homesteads will ordinarily be established and administered in groups, accommodating from 25 to 100 families, and in exceptional cases a larger number. An individual homestead ordinarily will consist of from 1 to 5 acres, depending upon soil, size of family, character of agricultural operations contemplated, opportunity for wage employment off the homestead and other factors. On this plot the family will be expected to raise vegetables and fruit and, depending upon circumstances, poultry and possibly a pig or two; in some cases a cow will be kept. Production will be on a subsistence basis for the household use of the family and not for sale in the market. The homestead, in other words, is intended to be a supplement to work in office or factory. One conclusion clearly to be drawn from European experience with small holdings is that without adequate opportunity for wage employment failure will result. Home processing and storage of food products will be encouraged. Home and small local industries will be fostered to aid in supplying clothing and other necessities and to develop sources of supplementary cash income.

Expert assistance is being given through the division in planning sites and the buildings; in soil problems and agricultural methods; in engineering for roads, lighting and sanitation, in

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educational, recreational and handicraft activities. The need for great care in the selection of families to receive loans is stressed.

Few projects are past the planning stage. Two which seem to have advanced beyond this point are:

1. *Tygart Valley, Randolph County, West Virginia.* An option has been secured on 2250 acres, of which 1600 is good bottom land. It is planned to divide this into homestead lots to cost about $2000 each, the payments to be amortized over a considerable period. Due to withdrawal of lumber and coal industries from the surrounding hills, the county now has over 70 percent of its population on relief; and the homesteads will be allotted to families carefully chosen from among these local unemployed, and from farmers who have been battling with erosion and poor soil in the nearby hills. The tract is adjacent to the Monongahela National Forest, which will give wage-employment to some of the homesteaders, while plans are afoot to induce one or more small industries to move into the area.

2. *Dayton (Ohio)* Subsistence Homesteads. The Unit Committee of the Council of Social Agencies, the driving-power behind the self-help program of Dayton, secured title last spring to a quarter section of farm-land about seven miles from the city. Funds to develop it as a homestead project were lacking; but a number of would-be homesteaders planted gardens last spring, and a few families went to live in the existing farm buildings. Ill luck dogged the project during the summer; two weeks of rain and then six weeks of drouth followed planting, and only a small crop was raised. The crowning disaster was the loss by fire of a barn in which was stored some of the furniture which Unit families had built for their hoped-for homes.

Plans went forward steadily, however, and a loan of $60,000 secured from the Subsistence Homesteads Division changed planning into instant action. One house is practically completed, another half-done and several beyond the foundation stage. The material used is compressed cinder-blocks, to be stuccoed outside; and work will continue during open periods of the winter, as the homesteaders find opportunity. Three or four families will continue to occupy the existing buildings, and care for small flocks of goats and poultry, which are already on the farm.

Of the 160 acres comprised in Unit Number One, thirty-five three-acre plots have already been assigned; and the remainder of the acreage will be used for common purposes—roads, wood-lot, pasturage and recreation ground. The last two items are planned for the banks of a creek which winds through the tract. The old brick farmhouse, built in 1820, will be used as a community house when no longer needed for temporary shelter.

The Dayton project does not contemplate complete reliance on the land for maintenance. Everything possible to be grown or made at home will be encouraged. Weaving, carpentry and other household arts are part of the program but the products are to be for use rather than for sale. A small cash income from part-time work in industry will be necessary, to buy articles which cannot be developed through home industry, and to meet payments on the homesteads, which are to be spread over a period of fifteen years. [See Subsistence Homesteads, by Ralph Borsodi, Survey Graphic, January.]

A Joint Committee has been set up between FERA and the Subsistence Homesteads Division, to further cooperation on joint programs. This committee has also in its special charge the allocation of grants to self-help organizations these amounting to $212,352 up to December 20.

Final Red Cross Distribution

THE final distribution of clothing manufactured from the cotton provided by Congress last winter has been made by the National Red Cross in recent weeks. Local chapters have received their final quotas in the form of ready-made garments, bedding and yard goods, and are engaged in passing them out to their needy clients.

The FERA has accepted the major responsibility for seeing that families of the unemployed are provided with clothing this winter, and has stimulated state administrations to adequate care in this respect. The following telegram signed by Harry L. Hopkins went recently to all state ERAS:

> Ample evidence has come to me that there is great need for winter clothing for families on relief. We must insist that your responsibility for taking care of the needs of these families in respect to clothing be discharged by the prompt issuance of orders to all local relief committees that they must see that needy families are immediately supplied with necessary articles of clothing, blankets and bedding for the winter months.

Respite for Private Givers

TO avail itself of state aid provided by an act of the legislature a year ago, the various counties of *Delaware* were obliged to finance one fifth of their total needs from local funds. The State provided the remainder from a $2 million relief appropriation.

New Castle County (Wilmington) departed from the usual procedure in such cases by electing to make up its local fund from private contributions rather than from tax sources. In two drives, one in the fall of 1932 the other in the spring of 1933, a total of $350,000 was raised, which qualified the county for $1,750,000 in state aid. In the year preceding this arrangement, the county had carried the full load, totalling $900,000, through funds privately raised.

The County Relief Committee announced this past fall that thanks to federal aid, the private contributors were to be given a recess from their monthly commitments to the local fund: "It is impossible at this time to say what may be necessary late in the winter when funds are exhausted, but for the present we feel it is highly desirable to grant at least temporary relief to the givers who have supported unemployment relief so generously for a period of years."

State Aid

MISSOURI has been wrestling with the problem of finding $5 million for relief, with no success so far. The attorney general of the state has warned that a sales-tax proposal, now before the legislature, is not constitutional, and no satisfactory substitute measure has been found.

The *Oregon* legislature adjourned in December after having enacted a 1½ percent sales tax for relief purposes.

In *Illinois*, the revenue from the sales tax passed in October will be diverted from welfare relief to some other purpose, probably school relief, after January 1.

CWA and Historical Research

THE field of local history, neglected in most of our states, offers opportunity for the employment of men and women of education and special training under CW and CWS. State historical societies have been active in setting up and supervising such projects. In *Alabama*, approximately 375,000 pages of valuable historical material were assembled during 1933 by relief workers under the direction of the Department of Archives and History. This work included transcribing epitaphs from old gravestones, copying county histories, old diaries and other manuscript materials, filing newspaper clippings, indexing out-of-print books, transcribing and indexing marriage records, obituaries and wills, and indexing Confederate military records.

Arizona, *Colorado* and *Virginia* have had assistance on a smaller scale from CW workers. The *Minnesota* Historical Society is supervising the work of eight trained women assigned to sort, catalogue, repair and arrange material for its collections. The *Missouri* Historical Society has submitted similar projects which if approved will employ twenty persons. The *Wisconsin* Society is employing six CWA workers in indexing the manuscript volumes of the U. S. Census for the state. The *Concord (Mass.)* Antiquarian Society has had seven workers assigned it to assemble material to complete the town's history in preparation for its tercentenary. The Library of Congress is to employ fifty-one people to index portraits of historical value in books and periodicals; and a project is planned for 1200 men with architectural training to study, measure, and draw up plans, elevations and details of important historical buildings in the United States.

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Jottings

THE drinking-water of five million people in the Ohio Basin will be the safer for the sealing of 21,400 abandoned coal mines recently undertaken as a CWA project under the technical supervision of the U. S. Public Health Service.

OFFERED as comment on current logic in human affairs is the report from Pestszenterzsebetm—yes, that's right,—a suburb of Budapest, that the municipal council has imposed a tax on beggars in order to raise funds for the care of the poor.

BEWARE drug, cosmetic and miscellaneous stores that sell drugs "cut-rate", warns the New York State Board of Pharmacy. Recent investigation of various brands of four articles commonly sold by such stores showed that 44 percent were substandard.

AS his contribution to "greater and more intelligent efforts to prevent crime" a Chicago municipal judge proposes that executions, preferably hangings, be filmed so that first offenders, compelled to view the pictures, "would not become repeaters."

ANOTHER bright idea for crime control comes from Boston where a citizen suggests to the Massachusetts Special Crime Commission that crossbows be installed on the hoods of police cars to shoot arrows filled with tear-gas under compression after fleeing criminals.

THE commissioner of conservation of New York state gives the CCC boys credit for the best record ever made in controlling forest fires in the Adirondack and Catskill regions. More fires started last summer than ever before, but they did not get so far.

THE most complete state-wide organization of Citizens Councils for Constructive Economy is in Alabama where, under the leadership of the State Congress of Parents and Teachers, councils are set up in forty-two counties. A state council acts as a coordinating agency.

APPLYING an educational yardstick with results that will surprise most Americans, the United States New reports that the average school year in this country is now 172 days, in France 200 days, in England and Sweden 210 days and in Germany and Denmark 246 days.

THE Carnegie Foundation for the Advancement of Teaching has chosen Walter Albert Jessup as its president, succeeding the late Henry Suzzalo. Dr. Jessup's educational career has been chiefly in Indiana and Iowa. Since 1916 he has been president of the State University of Iowa.

THE federal child-labor amendment goes rolling on. Iowa, West Virginia, Maine, Minnesota and Pennsylvania ratified in early December, making twenty states, fourteen of them in 1933. At this writing the measure is before the legislature of Wyoming.

BUDGETEERS in New York State are casting speculative eyes toward lady fishermen who are exempt from the $2 license fee imposed on the less gentle sex. Among the 500,000 or so licenses issued annually about 43,000 go to women, and $86,000 in new revenue is not to be sneezed at.

A SPECIAL committee is now at work under the wing of the U. S. Office of Education formulating plans for a National Conference on the Education of Negroes to be held in Washington in the spring. It will be directed by Ambrose Caliver, with George F. Zook, commissioner of education, as chairman.

ENGLAND had its first Christmas Seal sale this year, and Italy finds part of its support of the fight against tuberculosis by means of Sunday street-car rides. On that day fares in all parts of the kingdom are increased by about one cent to provide funds for sanatoria in various parts of the country.

APPLICATIONS for home relief in New York City jumped from 16,000 in November 1932 to 40,000 in the same month of 1933. During the first half of December new applications averaged 2000 a day. The Home Relief Bureau has a staff of 5500 of whom 2000 are investigators on work-relief status.

A CRUCIAL loss of hard times comes in the announcement of the U. S. Public Health Service that the always inadequate number of county health departments has declined by 35. Only about 28 percent of rural America has the benefit of local health service under a full-time health officer.

REPRESENTATIVES of some twenty-three organizations have formed the National Council for the Physically Handicapped, Sherman C. Kingsley, Philadelphia, president, for the purpose of strengthening present efforts and initiating new ones in behalf of handicapped children and adults. A conference will be held at New York University in March.

TOM MOONEY's case will be carried to the U. S. Supreme Court the defense committee announces, on the contention that he has been deprived of constitutional rights by continued imprisonment. His acquittal last May on an old indictment growing out of the Preparedness Day parade will probably be used, the committee holding that he is "either guilty of all those deaths or guilty of none."

To raise funds for the George Washington Highway the American Civic Association, 901 Union Trust Building, Washington, is offering a decorative handkerchief map, inspired by a rare old cloth map of the capitol city, which shows the original l'Enfant plan and with it a map of the surrounding country. Credit for the idea is given to Frederic A. Delano, chairman of the National Capitol Park and Planning Commission.

IF you must be involved in an automobile collision be the hitter, not the hit, says the Travelers Insurance Company, producing figures to show that the rider has a 100 percent better chance to survive than the pedestrian. And—another word of warning—choose a city street for your mishap, for the rate of fatalities for pedestrians on country roads is more than three times as great as the average for all pedestrian accidents.

LADY Luck was the arbiter in determining which of 300,000 unemployed men in Chicago should get 49,000 CWA jobs. A drawing of numbers, similar to the procedure of the war draft, with special gadgets for assignment of jobs and veterans' preference, was supervised by college professors.

A NEW activity of the American Municipal Association, 850 East 58 Street, Chicago, makes available during the next six months the service of twenty-five field workers, experts all, to help cities with problems arising from the current situation, especially in connection with speeding-up public works.

ALL New York City is proud of its anti-diphtheria record this past year when deaths have been hardly more than one tenth the average toll of the ten years before immunization campaigns. But the Bellevue-Yorkville district, where work is intensive, is even prouder with no diphtheria death in twenty months.

ALTHOUGH "they say" that children's taste has been "corrupted" by movies and radio, a check made in Baltimore to discover "the twelve most popular juveniles" disclosed Little Women topping the list. It also seems to mean something that the film, Little Women, has broken the all-time New York box-office record.

THE ill-wind of hard times promises to reveal a new chapter in the aboriginal history of the United States. The CWA has approved projects in five states by which 1104 men will be put to work excavating hitherto unexplored Indian mounds and villages which have long tantalized archeologists. Smithsonian Institute is bossing the job.

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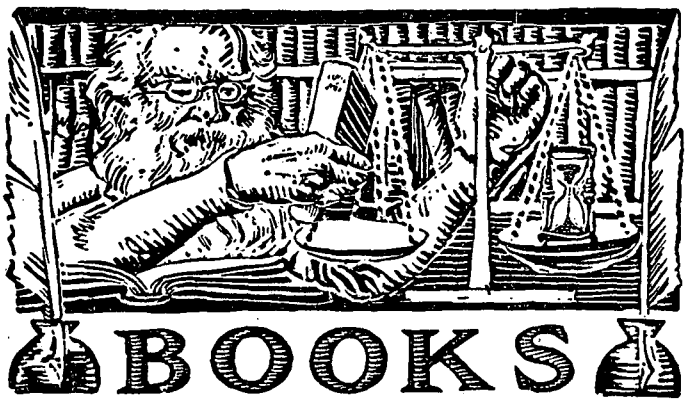

The Insecure Family

ECONOMIC PROBLEMS OF THE FAMILY, *Hazel Kyrk. Harper's. 500 pp. Price $3.50 postpaid of The Survey.*

THE money economy has raised some serious problems regarding the survival of the family. Modern industry through the money economy has taken the family a long way from the old-fashioned domestic system of production and consumption, hence a long way from the old-fashioned security. About the typical family of our urban industrial society sweep the winds of a variety of disorganizing influences. The home is being forced against the wall by the fact that it is rented space, that the members of the family no longer make their living there. Anyone writing about the economics of the family must see the family in relation to these forces, and that is precisely what Hazel Kyrk has done. She has done it in the way of a master economist.

The modern family is viewed in the light of the evolution of its economic history, and the household is studied with reference to its present-day efficiency in production and management. A great deal is said about the problem of family income and here the questions of standards of living and spending are examined from the point of view of family security. Although the family is as far from the ideal of security as from the poetic ideal of what its organization should be, these are problems, Miss Kyrk believes, that can be met with education and intelligent social legislation. The chapters on standards of living and improved buying are specially worth while.

Seth Low Junior College NELS ANDERSON

Prevention by Mercy

ON THE SIDE OF MERCY. Problems of Social Readjustment, *by Alice Davis Menken. Covici, Friede. pp. 223. Price $2. postpaid of The Survey.*

THIS volume describes the social efforts of a keen and enthusiastic individual rather than any new technics or principles. It belongs to the category of personal messages, indicating the advances that have been made during the past two decades in the management of a variety of problems dealing mainly with youth and age and early maturity. The emphasis rests upon the Big Sister and Big Brother Movement, the efforts to protect female sex delinquents, the value of the Women's Court and probation. Children born out of wedlock, the unmarried mother and juvenile delinquents receive attention, as well as efforts to promote non-punitive social justice. The responsibility of the state towards its wards in and out of prisons is stressed, but always with a plea for the individualized treatment of those who are maladjusted in their human relations. State and community activity is praised, but likewise the value of the professional social worker and the trained volunteer in welfare service. Mrs. Menken reveals her own human attitude and reflects the interest, enthusiasm and experience which is essential for constructive social achievement in serving the neglected, the dependent and the delinquent members of our communities.

As Governor Lehman remarks in his brief introduction, Mrs. Menken indicates that the attitude of mercy is most valuable as the basis of attacking problems that breed intolerable and difficult situations. Mirroring this doctrine for therapy and prevention rather than the methods of unsympathetic punishment, the narrative is replete with historical data born of the rich experiences which have emanated from as well as guided a great variety of social and civic activities.

New York City IRA S. WILE, M.D.

The Real China

HOW CHINESE FAMILIES LIVE IN PEIPING, *by Sidney D. Gamble. Funk and Wagnalls. 348 pp. Price $3 postpaid of The Survey.*

THOSE who realize the meagerness of accurate factual studies of China will welcome this careful analysis of the income and expenditure of 283 Chinese families receiving from $8 to $550, Chinese currency, per month.

Mr. Gamble has contributed an accurate and minutely detailed description of just how families of meager income spend their money and in the course of it has drawn a vivid picture of how the humbler Chinese live.

Mr. Gamble's analysis of the data collected from the account books of 283 Peiping families is topically arranged under the headings of income; food; clothing; housing and rent; heat, light, and water; and miscellaneous items with special emphasis on weddings and funerals. The general analysis of the data is supplemented by detailed case studies of twenty individual family budgets and of interesting descriptions of nine weddings and fourteen funerals. The many accurate tables and charts reveal a wealth of valuable data for the Chinese social worker. Among the many discoveries are such as these: the amount of income that the average family must have before they can make rice, rather than products made from wheat flour, their main food ($200 to $300 a month); the income below which there is practically no expenditure for educational purposes and above which an increasing amount is put aside for these purposes ($40 per month); the unusually large expenditures for weddings and funerals (the wedding expenses ranging from 1½ to 9 times the average monthly income, funerals going as high as 45 months' income).

The book is a masterpiece of accurate and painstaking research and of conservative and careful inference from the data gathered. A careful definition of economic and sociological terms used and a glossary of Chinese expressions further insure the accuracy of the facts presented. The book is illustrated by the author's excellent photographs. The careful perusal of this study will undoubtedly give the reader a vivid realization and accurate knowledge of how the vast majority of the Chinese people—which is a very large proportion of all mankind—live. J. STEWART BURGESS

Department of Sociology, Temple University

The History of History

AN INTRODUCTION TO THE HISTORY OF THE SOCIAL SCIENCES IN SCHOOLS, *by Henry Johnson. Scribner's. 142 pp. Price $1.25 postpaid of The Survey.*

IF the Commission on the Social Studies can maintain in all its reports the standards set by Charles A. Beard's Charter for the Social Sciences and by the present section, on the history of history-teaching, they will produce a document of the highest literary excellence, scholarship and common sense. Professor Johnson shows that no class of people could profit more from sensitiveness to historical experience than the history teachers themselves. With a good deal of sly humor he traces the recurrence of the pedagogical ideas which, in the guise of new terms, parade today as ultra-modern. Some of these ideas have not stood the test of time; some have never been carried to their logical conclusions, while yet others have shown their defects only by being too logically developed and applied—that is, at the cost of values inherent in other, conflicting ideas.

History has been taught forward and backward: following the advance of man through arbitrarily fixed periods, or starting with contemporary needs and selecting phases to fit these needs. It has been made the basis for other studies, coordinated and fused

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with them. It has neglected the interests of children or adopted the culture-epoch theory to fit their mentality at different ages; it has been broken up to permit project methods—sometimes carried to absurd lengths. It has been fictional and factual, has served conflicting propaganda purposes, has been used as a tool for the teaching of patriotism, morals, languages, science and what we might call social leadership. The criticism that "history is bunk" seems to have appeared first in the sixteenth century; its teaching has been seen to follow that of religious creeds into the educational limbo, and been rediscovered as an essential of training for citizenship.

The kind of history teaching which seems to emerge as theoretically sound and pedagogically practical is that which uses the past to explain the present; but the adoption of that general principle still leaves unanswered many troublesome questions of procedure.

BRUNO LASKER

Guide to Groceries

THE VITAMINS IN HEALTH AND DISEASE, *by Barnett Sure. Williams and Wilkins (Appleton-Century). 206 pp. $2 postpaid of The Survey.*

NO matter how rapidly public works and cash relief spread, there will always be a modicum of relief in kind. That means, for the social worker, the planning of grocery orders; and that in turn means, if the health and efficiency of beneficiaries, especially of babies and children, are to be conserved, some consideration of the vitamin content of the food orders supplied. For a rapid, elementary, and clearly put survey of all that is known today about the vitamins, Dr. Sure's little book may be heartily recommended. The author is professor of agricultural chemistry in the University of Arkansas, and knows from first-hand experience what deficiency diseases do to human beings and how they may be avoided or cured. He gives first a history of the discovery of the vitamins, then devotes sections to each vitamin in turn—A, B, C, D, E, and G (B_2). The remainder of the volume includes a chapter which analyzes the vitamin content of various foodstuffs, by extremely useful tables, and special studies of the rôle of vitamins in health and in disease. There are indices of both authors and subjects. The whole makes a valuable handbook which could not be excelled for simplicity and reliability.

Sausalito, Calif. MAYNARD SHIPLEY

RUN OF THE SHELVES
A DESCRIPTIVE LIST OF THE NEW BOOKS

A PRACTICAL MEDICAL DICTIONARY, *by Thomas Lathrop Stedman. 12th edition. William Wood and Company. 1256 pp. Price $7 plain edge, $7.50 indexed, postpaid of The Survey.*

UP-TO-DATE edition of a work that has had an established place in professional circles for nearly a quarter of a century. New entries since the 1930 edition indicate, to quote the editor, that "the prolific medical jargon has grown by an average of more than one new word a day during the past three years."

A STUDY OF RURAL PUBLIC HEALTH SERVICE, *edited by Allen W. Freeman, M.D., for the Committee on Administrative Practice of the American Public Health Association. Commonwealth Fund. 232 pp. Price $2.50 postpaid of The Survey.*

DESCRIPTION of rural public-health work in a cross-section of the United States with detailed studies of 46 selected district or county health departments and the results of a less intensive inquiry covering 337 full-time county units in 28 states: summary of a survey initiated in 1928 through a grant by the Commonwealth Fund.

THE CHARACTER EMPHASIS IN EDUCATION, *by Kenneth L. Heaton. University of Chicago Press. 405 pp. Price $3 postpaid of The Survey.*

WRITTEN as a practical aid to classroom teachers, principals and supervisors, this handbook describes methods that have been in actual use and comments usefully on the results obtained. The

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author is director of character education in the public schools of Pontiac, Michigan, where for some years an experiment in direct "character development" has been going forward.

THE UNITED STATES EMPLOYMENT SERVICE, *by Ruth M. Kellogg. University of Chicago Press. 191 pp. Price, $1 postpaid of The Survey.*

THIS book gives the results of a first-hand investigation of the ineffectual and politically manipulated employment service set up under Secretary of Labor Doak, brilliantly carried out by the author under the direction of the Social Service Research Committee of the University of Chicago. The first report of her finding was published in an article by Miss Kellogg in Survey Graphic for March 1933.

WHITLEY COUNCILS IN THE BRITISH CIVIL SERVICE, *by Leonard D. White. University of Chicago Press. 357 pp. Price $4.50 postpaid of The Survey.*

How a system of collective negotiation and arbitration was established in the British civil service and how it functions, told in great detail. The pith is the way English public service, dominated for generations by traditions of "authority" and individualism, is being reshaped by the application of ideas of conciliation and arbitration first tried out in industry. A competent, fully documented study.

MORE AND BETTER WILLS, *edited by Alfred Williams Anthony. Federal Council of Churches. 108 pp. Price $1 cloth, 75 cents paper postpaid of The Survey.*

THE PAPERS presented at the sixth biennial Conference on Financial and Fiduciary Matters under the auspices of the Federal Council of Churches. The purpose of the committee in charge is to study and promote wise public giving. The little volume of papers will be of practical value to the fiscal officers of social agencies as well as churches. It stresses "the need for taking a long view in the realm of public giving" and declares that "where there's a Will there's a way to provide for the maintenance of persons and of projects dear to the donor's heart."

RURAL CRIME CONTROL, *by Bruce Smith. Institute of Public Administration, Columbia University. 306 pp. Price $2 postpaid of The Survey.*

A VOLUME both historical and contemporary which breaks new ground from the author's experience as counsel to the Joint Legislative Committee on Taxation and Retrenchment of the State of New York, as a member of the staff of the Institute of Public Administration in its examination of county government in Virginia, and as a member of the New York State Commission on the Administration of Justice. Covers the ground from the archaic constables and sheriffs, even more firmly entrenched in country than city, to the modern state policeman bedizened with revolver and cartridge-belt.

THE ADOLESCENT BOY, *by Winifred V. Richmond. Farrar & Rinehart. 233 pp. Price $2.50 postpaid of The Survey.*

HAVING written a volume on the Adolescent Girl it is but natural to produce a companion volume. This is a very reasonable exposition of the growth and development of adolescents from primitive times to present-day difficulties in attaining manhood in a world which is practically as unstable as adolescence itself. The adolescent is viewed as an entity and his struggles during the period of physiological transition are sympathetically studied and interpreted. It will be useful for those who are working out problems of wandering children, dealing with probation, or indeed, struggling with secondary education.

OBSERVATIONAL STUDIES OF SOCIAL BEHAVIOR, *by Thomas, Loomis and Arrington. Vol. I. SOCIAL BEHAVIOR PATTERNS. Institute of Human Relations. Yale University. 271 pp. Price $2.50 postpaid of The Survey.*

THIS is a study of the patterns of behavior of children in a nursery school during a free-play period. It involves the differential responses of children at the 4- to 6-year level to all the factors of their environment, based upon specific requirements of the situation. Further effort is made at a preliminary study of a trade school group and an adult industrial group. While the statistical validity of the study is uncertain, the entire experiment is important for those who desire to investigate social behavior through the study of an extensive series of observational samples.

ADULT PROBATION, *by Justin Miller and Associates. Adult Probation Proceedings Publication Committee, Los Angeles. 70 pp. Price $1.25 postpaid of The Survey*

THE proceedings of the Adult Probation Section of the Institute of Government held at the University of Southern California in June 1932, admirably edited by Christopher G. Ruess of the Los Angeles County Probation Department. The leading chapter is by Dean Miller of Duke University Law School, whose associates are probation officers, judges of both juvenile and adult courts and college professors. Parts of the round-table discussion are given. The editing and organization of the material have resulted in a handbook practical to the last degree—even to the point of printing on one side of the sheets so that every other page becomes a handy notebook.

HOW TO DO PUBLICITY, *by Raymond C. Mayer. Harpers. 258 pp. Price $3 postpaid of The Survey.*

HERE is an experienced publicity man's viewpoint on publicity mediums and practices. There is much practical advice in some chapters, while others, including those on radio programs, convention publicity and social service tell "how to do it" only in broad outline. The author writes chiefly in terms of nation-wide distribution of information. The publicity director of a national agency releasing news from his big city office will learn that country weeklies are much more modern than he may have supposed. There are helpful suggestions on dealing with general magazines, and a good account of trade and class periodicals as markets for informative articles.

KNOWING AND HELPING PEOPLE, *by Horatio W. Dresser. Beacon Press. 259 pp. Price $2.50 postpaid of The Survey.*

A BALANCE of life in the interest of an integrated personality is predicated on the theory of man's adjustability in terms of all factors entering into his organization. Dresser rejects deterministic ideas but stresses the whole of an organism even in the distortions of activity. Life is a complicated problem to be solved through the attainment of peace, based upon reeducation in the art of individual living for physical and mental adequacy. How simple is the formula: varied experience, facing reality, expansive mental occupation, honest self-contemplation. That is all that is necessary to attain individual unity with intellectual, moral and spiritual trends harmonized into a rational philosophy of life.

ABORTION: Legal or Illegal, *by A. J. Rongy, M.D. Vanguard Press. 212 pp. Price $2 postpaid of The Survey.*
THE LAW AGAINST ABORTION, *by William J. Robinson, M.D. Eugenics Publishing Company. 123 pp. Price $2.15 postpaid of The Survey.*

IT is estimated that as many as two million illegal abortions are performed in the United States during a year. They result in the deaths of at least fifteen thousand women and the invalidism of many times that number. Dr. Rongy's discussion of this subject is based on his own extensive experience as a physician and on an historical view of social, legal and religious attitudes toward abortion. Social as well as medical policy, he believes, must consider and deal with a situation from which now result untold amounts of needless suffering, disability and death.

The forthright position taken by Dr. Robinson is clearly suggested in his title and sub-title: The Law Against Abortion—Its Perniciousness Demonstrated and Its Repeal Demanded. Believing that the prevention of conception is and always will be the method of choice in the limitation of offspring and regulation of population, the author holds that nevertheless "as there are cases in which the induction of abortion is inevitable, necessary, imperative, it is important that both the attitude of the public and the law be changed."

NEW YORK'S RESOURCES FOR THE USE OF LEISURE, *Lincoln School Research Studies, Thomas L. Hopkins, Editor. Bureau of Publications of Teachers College, Columbia University. 67 pp. Price $1 postpaid of The Survey.*

AN unusually timely publication for a "generation which believes it witnesses the close of an epoch in which only a small minority of the population can afford leisure" and which must therefore begin by educating its children for the intelligent use of leisure time. Under the headings of Art, Drama and Dance, Music, Libraries, Science, Radio Education, Historic Interest, Civic Institutions, Transportation, Communication and Commerce, Parks, Play-

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grounds, and Athletic Facilities, Stamps, Coins and Photography, and Supplementary References a vast section of New York facilities for leisure activities are enumerated in this well-arranged directory.

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK—1933. *University of Chicago Press. 751 pp. Price, $3 postpaid from The Survey.*

WELCOME as always, and indispensable to the student of the American social scene, is this annual addition to the long series which, beginning sixty years back, constitutes a stream picture of our social organization. Sixty-three papers covering a wide range of topics have been chosen by the editorial committee, Katherine D. Hardwick, chairman, for inclusion in the permanent record of the Detroit meeting. The dignified formula of printed proceedings cannot of course convey the excitement and clash of ideas and personalities that made that meeting notable, yet by adroit editing and arrangement much is retained of the stirring atmosphere of those hot and crowded days when organized social work faced and accepted the challenge of a new day.

RETROSPECT AND PROSPECT, *by Sara A. Burstall. Longmans. 286 pp. Price $3 postpaid of The Survey.*

IN writing her autobiography this English headmistress has written the story of secondary education for women in England from the seventies to the present decade. Those who sometimes feel discouraged by the educational scene in this country may take heart of hope from Miss Burstall's patient overcoming of long and rigid tradition, prejudice and misunderstanding in her effort toward genuine educational opportunity for promising and ambitious girls. Among the "unsolved problems" she sees are the need to strengthen the influence of the parent in education, and better conditions of pay and service for the teaching profession, "remembering that what is bad for the teacher must in the long run be bad for the children."

THE ACTION OF THE LIVING CELL, Experimental Research in Biology, *by Fenton B. Turck. Macmillan. 294 pp. Price $3.50 postpaid of The Survey.*

THIS posthumous volume presents some interesting theories of Dr. Turck based upon his concept of cytost as a product of cell disintegration. To this substance, which has never been isolated, he attributes the responsibility for shock and many obscure diseases due to deficiencies in metabolism, chronic infections and the like. The difficulty with his theory lies in its all-embracing qualities; it accounts for too much by merely slight shifts in reasoning which alter the cytost concept and lessen its definiteness. The biological implications may be significant but at present have very little social application. They do not suffice to aid diagnosis or treatment of the numerous diseases whose origin the author holds to be related to this product of cell-disintegration.

FIFTY YEARS WORK WITH GIRLS, *by Otto Wilson in collaboration with Robert South Barrett. National Florence Crittenton Mission, Alexandria, Va. 513 pp. Price, $3 postpaid of The Survey.*

ON April 19, 1883, the first Florence Crittenton Mission was opened in New York "in a seething welter of sordidness and crime." The present stout volume tells the story of "half a century's redemption of girls . . . one of the greatest philanthropic movements of all times," during which the one little mission grew into sixty-five institutions with an aggregate budget of some $800,000. One would not expect to find perspective or objective evaluation in a memorial volume and one does not find it here. The story, told with evangelistic fervor, swings largely on the personality of the founder, Charles N. Crittenton, and of his associate, Dr. Kate Waller Barrett, and the members of her family who succeeded her in the management of the national organization. More than half of the volume is taken up with histories of the various homes.

INSURING THE ESSENTIALS, *by Barbara Nachtrieb Armstrong. Macmillan. 717 pp. Price $5 postpaid of The Survey.*

THIS up-to-date textbook on social insurance, including minimum wage, workmen's compensation, health insurance, old-age pensions, unemployment insurance is of interest to the general reader as well as to the college student, for whom it was prepared.

COMMUNICATIONS

The Boston Campaign

TO THE EDITOR: May I comment upon the article in the November Midmonthly entitled To Chest or Not To Chest in which reference is made to Boston's plan of raising money for its social agencies for the year 1933?

The statements referring to Boston are inaccurate as to fact and unfair to spirit. It is stated that the agencies "later resumed solicitation among their own contributors with their 'takings' counted against their campaign quotas." In fact, the agencies did not appeal to those who had contributed to the campaign, but attempted individually to secure money from those who had not given to it. It is also stated that only $2,830,143 was raised. This is an error. The amount that finally will be realized will not be known until December 31, as the campaign in its conception and in its operation lasts throughout the year. To date $3,600,000 has been raised, with excellent prospects of adding substantially to this amount before the end of the year. Reference is made to "many of the worst features of both chest and individual-agency solicitation." Why emphasize the "worst features" and not take into consideration the fact that some of the best features of both have been preserved? Such phrases as "jockeyed by circumstance," "neither the game nor the name" and "money-raising hybrid" indicate both a lack of fairness and of perspective in judging a valuable experiment in community money-raising.

The implication is that there is one best way to raise money for privately financed social work in every city, the orthodox community-chest method. Although reference is made in the last paragraph to the fact that the community-chest plan is not "perfect for the largest cities" and the writer admits of difficulties of organization and operation in them, the reader is left to believe that any modification of this plan or any departure therefrom is unsound. The writer does not recognize that there may be evolutionary steps in the development of a community plan of money-raising suitable to the unique conditions of a given community.

Many of us have criticized some of the methods of operation of the 1933 Boston campaign. Such constructive criticism as we who are closest to it have made has been translated into definite and satisfactory improvement in method in the plans for the 1934 campaign. Assuredly we intend to have the "benefit of the accumulated years of community-chest experience," of which, personally, I have the deepest appreciation. We do not recognize our joint money-raising experiment as a makeshift or as an emergency plan only. We consider it a thoughtfully conceived experiment in a critical period. We are attempting to adopt not the "worst features" of other techniques of money-raising but the best. Time alone will tell whether or not we shall return to individual agency money-raising or continue with a joint program, as time alone will reveal the solution of many other problems in our community and national life.

MALCOLM S. NICHOLS
General Secretary, Family Welfare Society of Boston

We regret that the amount of money raised by the joint campaign in Boston, as stated in our editorial, was not dated as of the time of writing. On October 25, when the editorial pages closed, the amount given us by a responsible Boston correspondent was $2,830,143 as printed. It had gone up to $3,600,000, at the time Mr. Nichols' letter was written on November 20. It is devoutly to be hoped that the full goal of $5,000,000 may be reached before the close of the year on December 31, a date subsequent to the closing of this issue. The term "money-raising hybrid" was not used as a reproach but as a description of a system departing from the two customary ways of financing private social work, namely, independent agency solicitation, or joint solicitation by a community chest. Its characteristics are perhaps less conspicuous in Boston with its one campaign than in New York, where six such

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semi-joint campaigns and two national drives are either under way or planned and announced, as was pointed out in the editorial. That there was doubt of the success of the Boston campaign was not a private idea of our own but a reflection of interviews and correspondence with Boston social workers whose information and fair-mindedness it would be ridiculous to question. The whole editorial, in fact, is based on a considerable body of opinion from informed workers in all of the three cities it discussed, Boston, New York and Chicago. — THE EDITORS.

Housing

TO THE EDITOR: In connection with my own subscription I would like to mention that I feel the need of having my own copies on file for reference and clipping, even though several other members of my family subscribe and have been doing so for years. For anyone whose work lies in housing and allied fields, and whose tastes and interests are related to architecture, your issues have a pretty consistent value in publishing material, graphic and otherwise, of such wide variety as is not covered by any other periodical today.

New York City ROBERT C. WEINBERG

The High Cost of Quack Medicine

TO THE EDITOR: In the November Survey, John A. Kingsbury makes a timely plea for, A Health Plan for the Nation. Why not, indeed, *if the nation can pay for it?* I see a good deal in print nowadays about what the people of this nation can afford to pay for education, decent housing, prevention of disease and other luxuries. But I have failed to find these discussions coupled with any discussion of what the people pay for, but fail to get! What about utter waste as a factor in our inability to pay for things we need badly? Medical care in particular?

How many people have skimped medical care in order to continue payments on real estate, a home, securities, furniture and other "investments" in "permanent assets" which will never be worth one half the price paid? And to what extent is their consequent ill-health increasing the burdens of public medical care today? And how much income is wasted on costly substitutes for medical care?

Among the millions of family budgets which do not include proper medical care, how many include items like these? "Jones family spent in 1930, $7 for medical care, $75 for patent medicines." "Joseph Stein, mechanic, spent $90 on a proprietary diabetes remedy during 1931. He died of diabetes during 1932. Widow and five children now on relief." "Luigi Rossi, laborer, supporting nine people, spent $15 on an advertised hernia cure. Cheap enough, but he later spent three months in a hospital following a strangulated hernia."

Why must millions of our families pay for medical care without getting it? Why must these revenues be diverted from the hospital clinic to the quack and the medicine-faker? Make your own estimate of the nation's annual expenditure on quacks, quack appliances, and proprietary remedies. However you go about it, I know you will not estimate less than a hundred million dollars. Against this, set aside a budget of, say, 1 percent: one million dollars for an attempt to divert a hundred million from fake medicine to real and legitimate medical care. But how go about it?

There are many possible plans. Here is just one for present consideration. Forget about the Food and Drug Administration, the Federal Trade Commission, and all the old and legal regulatory formulas for control. Concentrate on the modern weapons of economic competition: advertising, publicity, personal salesmanship, legal battles to check the fake medicine people when they go too far in their campaign of retaliation. Make everyone hoist the colors of friend or foe: the national advertisers' associations, the big advertising agencies, the magazines, the newspapers, the outstanding public relations counsel, prominent politicians. Everywhere the challenge, "Are you for or against the sale of fake remedies?"

Along with the direct attack on fake-medicine advertising, an educational campaign telling people what real medical care is, and where to get it. Telling people how much real medical care you can get for the cost of a "magic electric belt" or a few bottles of some popular but worthless nostrum. Sending that message through the social agencies, through the schools, through the medical societies; through every available channel to the Joneses, the Steins and the Rossis. Victory means that millions of families will be able to pay for real medical care. It means increased income for hospital clinics, the medical profession and the "ethical" part of the drug trade.

Foundations to the fore! Where can you hope to get more for your money? A million dollars to divert perhaps ten times, perhaps fifty times that amount from the bandit to the doctor.

The adulteration, misbranding and false advertising of drugs, medicines and appliances is more than an unclean phase of our economic life, more than a political and social scandal, more than a significant factor in our public health. It is a factor of tremendous importance in the total cost of medical care.

Ridgewood, N. J. RANDOLPH CANTLEY

Alcatraz Prison

TO THE EDITOR: I am inclined to think that your article in the November Midmonthly Survey on the use of Alcatraz Prison in San Francisco Bay for vicious and irredeemable criminals is based on insufficient information. Alcatraz is an ideal prison site according to medieval standards. It was an ideal prison site when the first prison was established there by the Spanish. For at that time an ideal prison was a place where prisoners could be kept without danger of escape. And so they were kept in dungeons hollowed out of the rock. Today the dungeons are not in use—but they are still there.

Neither the size nor the topography of the island lends itself to the development of "facilities for educational, recreational and industrial therapies which are an accepted part of modern penology."

The old myth that escape by swimming away is impossible has recently been exploded by three girls, one of whom swam from the island to the mainland, another of whom swam from the mainland clear around the island and back to the mainland. The feat of the third I have forgotten.

The question as to whether Alcatraz will become a second Devil's Island we can dismiss as most improbable. But the real objection to the use of the island is that its size and topography render it unsuitable for a modern prison.

San Francisco PHILIP O'FARRELL

The Farmer's Load

TO THE EDITOR: Find card and cheque enclosed accepting your offer. This comes from a diminishing income from farm land that has not paid taxes and upkeep for two years.

Why don't you learn something of the farm situation? The farms constitute the only basic industry in the United States that is not monopolized and if you will investigate the number of monopolies living off the farmer, I believe you will learn what is the matter with the farms. There are the elevator organization, the millers, the packers (meats and vegetables and fruits), the fertilizer monopoly and as some farmers say, "the worst of all" the harvesting machinery and farm-implement monopoly (a branch of steel monopoly). Add to these commission firms and grocers, who have boasted of "making two profits off the farmer," buying his produce at wholesale and selling to him at retail. Then the increasing prices of building materials, house furnishings, kitchen utensils and other things by tariffs, patents and compelling him to pay freight both ways. These are points politicians never see. Just the "hick farmer" is getting glimpses of what is hurting him.

Redkey, Indiana GERTRUDE Q. CAMPBELL

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GOSSIP: of People and Things

Concerning the NCSW

SINCE everything else gets by with initials this department proposes henceforth to allude to the National Conference of Social Work as the NCSW. So-o-o—

The work of compiling a new cumulative index to the first sixty volumes of the Proceedings of the NCSW has been finished and the new volume will be published early in the spring. The exacting task was undertaken three years ago by Bertha Freeman Hooper, assistant editor of the Proceedings, who died just before it was completed.

The prize of $250 offered by Chester D. Pugsley of Peekskill, N. Y., for the paper given at the Detroit meeting which made "the most important contribution to the subject matter of social work," has been renewed for the 1934 meeting in Kansas City. The '33 prize, it will be recalled, was divided between Neva R. Deardorff and Antoinette Cannon.

The NCSW has arranged with the Committee on the American Indian to continue its present affiliation for another period of two years, the original term of affiliation having expired. Mary Louise Mark of Columbus, O., heads the group responsible for Indian programs at Kansas City and Montreal.

A list of past-presidents of the NCSW, published in the recent Conference Bulletin, shows that of the sixty, five have been clergymen and six women. The conference was thirty-six years old before it chose a woman for its leader, Jane Addams in 1910. Since then have come Mrs. John M. Glenn, 1915; Julia C. Lathrop, 1919; Grace Abbott, 1924; Gertrude Vaile, 1926; and Miriam Van Waters, 1930. Homer Folks is the only twice past-president, 1911 and again in 1923. Thirty-one of the past-presidents are deceased.

ARTHUR DUNHAM contributes this one on alphabet soup, crediting it to Mont Smith of the Pennsylvania State Emergency Relief Board: Anxious voice on long-distance call, "The SERB is sending out an SOS to the CERB for men to be sent PDQ to the CCC." Quoth Mr. Smith under his breath, "DAM"—out loud, "OK."

CORRINGTON GILL and Jacob Baker of the FERA have been designated assistant administrators of civil works, the former in charge of all statistical and financial matters and the latter of all engineering services in connection with projects and state relationships other than financial. Bruce McClure, secretary of FERA, is also secretary of CWA with Robert J. Kennedy of New York as administrative assistant.

THE National Congress of Parents and Teachers has just issued a new publicity manual prepared by Clarice Wade for the guidance of volunteers and others. Copies from the Congress, 1201 Sixteenth St., N. W., Washington. Cloth, 50 cents; paper, 25 cents.

IT took the indefatigable Mrs. Leo E. Owens of St. Paul to get a Blue Eagle, all signed, sealed and delivered by General Hugh S. Johnson himself, for the Christmas Bureau which she and other volunteers run each year for the St. Paul social agencies. General Johnson solemnly approved the "code" of Santa Claus and Co., Inc., and gravely granted exemptions from the maximum-hour clause to permit Santa's assistants to work day and night. All of which was, naturally, publicity meat for the Christmas Bureau.

THE national biennial convention of the YWCA will be held in Philadelphia, May 2–8. The program will include discussion of the revised social ideals of the churches as adopted by the Federal Council of Churches and the various problems of women and girls arising out of the current situation.

FRIENDS of Dr. George H. Bigelow, formerly health commissioner of Massachusetts, gave him a dinner-party recently to celebrate his entrance on his new duties as director of the Massachusetts General Hospital.

PEOPLE who know George Aubrey Hastings of New York only as the urbane gentleman detailed by President Hoover to follow up the White House Conference on Child Health and Protection, will meet him in another role in his new book, Happy Journeys to Yesterday (Putnam, $2). In twenty or so little sketches he recalls his country boyhood and communicates to his readers his own nostalgia for a simple way of life.

Survey-Conscious

THE loyalty and the practical helpfulness of The Survey's readers is never an old story in this office, though rarely a day passes without a new instance. Some show their interest and good-will in one way, some in another. Marion Yingling, associate director of the Kentucky Relief Commission, showed it by writing to all county relief workers and disbursing agents, telling them about The Survey, urging them to read it and enclosing a subscription card. Among other things that warmed the office heart she said:

I have read The Survey for eleven years and have found in it information, inspiration and new ideas, all of which have helped me to understand my job, my community and the problems of the people with whom I work. I believe that careful reading of the magazine will help every relief worker and disbursing officer to be better qualified for his or her job.

And did it work! If you want to see a state relief organization that is Survey-conscious just take a look at Kentucky.

DR. THOMAS H. REED, of the University of Michigan, recognized authority on government and one of The Survey's authors, is chairman of the Committee on Citizens Councils of the National Municipal League.

RECENT recruits from social work to the field of the small-loan companies include Charles A. Gates, once with the National Probation Association, and lately with the New York TERA, and Walter Schafer also of the TERA. Mr. Gates is with the Massachusetts and Mr. Schafer with the Connecticut Association of Personal Finance Companies charged with "developing understanding and liaison between social agencies and licensed small-loan companies."

BECAUSE of a far from modest pride in its last special number, the December Graphic, Minds on the March, and of gratification at the many generous things its readers have said about it, The Survey gave a party recently in honor of the authors of that issue. To meet them at a Dutch-treat dinner came the other authors and book reviewers who made The Survey what—for better or worse—it was in 1933. After dinner they were joined by another group, the members of Survey Associates living in and around New York, with the authors of Minds on the March telling, "off the record," what they see as the big questions of 1934 and joining in a lively and provocative discussion.

EDWIN S. BURDELL of Ohio State University has been loaned to the state relief commission to organize educational projects of work relief.

Cum Laude

THAT "perennial philosopher of sound economic life," Rev. John A. Ryan, still Father Ryan to most of us though officially Monsignor, has been honored by Pope Pius IX with appointment as domestic prelate of the Papal Household. As no reader of The Survey needs to be told, Father (*sic*) Ryan is director of the Social Action Department of the National Catholic Welfare Conference.

FOR his "original research and scientific observations on the diseases of animals and men" Professor Theobald Smith of Princeton, honorary vice-president of the National Tuberculosis Association, has been awarded the Copley Medal by the Royal Society, Great Britain's oldest scientific organization.

THE St. Louis Award, a certificate of honor and $1000 in cash, was made this year to Dr. Max A. Goldstein, founder and director of the Central Institute for the Deaf, "in recognition of his achievements and research in dealing with problems of the deaf." The award is made annually for services which "bring honor to the community." Dr. Goldstein kept the honor and presented the cash to the Institute.

FRANCES Perkins, secretary of labor, has received the Award for Eminent Attainment made annually by the American Woman's Association, New York.

THE Town Hall Club, New York, has voted to confer on James G. McDonald its annual medal awarded to the member who "in the past year brought credit to the organization by an accomplishment of lasting merit." Mr. McDonald, chairman of the Foreign Policy Association, is now in Geneva as high commissioner for German refugees.

IN checking lists of national agencies, Fred S. Hall, editor of the Social Work Year Book (Russell Sage Foundation), found that between the 1929 and 1933 editions nineteen organizations became inactive and eighteen new ones were born. Among the moribund are noted the Child Welfare Committee of America, International Association of Policewomen, International Boys' Work Council, National Committee on Desertion, National Committee on Visiting Teachers and National Council of Agencies Engaged in Rural Social Work. It is a little startling to see the Reconstruction Finance Corporation in the list of "new" na-

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tional social agencies. So much water has gone under the bridge that it takes an editor like Mr. Hall to remember that when the '33 year-book was compiled the RFC had a $300 million hand in relief work.

THE Academy of Political Science has elected Owen D. Young as president to succeed Alanson D. Houghton, resigned. Sam A. Lewisohn and Shepard Morgan are new members of the board of trustees.

THE eleventh annual meeting of the American Orthopsychiatric Association will be held at the Palmer House, Chicago, February 22–24. Dr. Phyllis Bartelme is chairman of arrangements.

THE American Association of Social Workers is rejoicing in a budget adjustment that permits the acquisition of an additional assistant executive secretary, long and sorely needed. It is more than rejoicing at having secured for the new post Christine C. Robb, chief of social service of the late-lamented Child Guidance Clinic, New York. The Association now has fifty-nine chapters and some eight thousand members.

A SOURCE list on Constructive Economy in Government, compiled by the Joint Reference Library, Drexel Avenue and 58 Street, Chicago, gives leading on recent writing on the subject.

OLIVER SHERMAN of the Chicago Tuberculosis Institute, chairman of the Chicago Social Work Publicity Council, died in December after a two-months struggle with amoebic dysentery. It was cold comfort to his friends that newspapers said, "The data collected in the treatment and analysis of his case are considered of great importance in the study of this disease."

AFTER eighteen years on the job, Ida C. Smith has retired as superintendent of the Children's Hospital, Boston.

IN its bulletin, Public Library Standards, the American Library Association, 520 North Michigan Avenue, Chicago, offers to local libraries convenient tests for measuring their efficiency.

IN the collection of 150 more or less human documents which Simon and Schuster, the publishers, have bound together as Dumb Belles Lettres, is this one, directed, they claim, to the Chicago Tribune:

Gentlemen: I am a social worker and as you can imagine my work takes me into all types of neighborhoods. Last Thursday I was walking in a particularly tough district. So tough in fact that I became quite nervous. I would have given ten dollars to see a uniformed policeman. Just then a police-squad car passed and a big thick-lipped man stuck his head out and yelled, Hi, Babe, goin' our way?"

PUBLICITORS who want to see a beautiful piece of printing—not to mention the ideas it conveys—should possess themselves of the brochure, Mass Education, in which the Milbank Memorial Fund, 49 Wall Street, New York, reprints from its quarterly bulletin the paper given by Bertrand Brown at last year's meeting of the American Public Health Association. Mr. Brown, long associated with the Fund, is chairman of the New York Social Work Publicity Council. In his paper he analyzes essential steps in mass education, including media, and discusses criteria of success. The brochure, lavishly illustrated, is free, but it would be gracious to enclose a stamp or two with a request.

FORMERLY a Survey staff member and more recently secretary to the Ohio Unemployment Insurance Commission, Marjorie McFarland is now Fording about Ohio, with headquarters in Akron, acting as a field agent for the newly created State Minimum Wage Board.

Enter the Sociatrist

THIS department almost went into a tail-spin the other day when on its desk landed the card

DR. DANIEL HARRISON KULP II
Sociatrist

Naturally it sent its researchers scurrying hither and thither to learn what a sociatrist does in office hours. Dr. Kulp himself is no stranger. He has been for years on the faculty of Teachers College and has been a contributor to The Survey (see Nurse, Hospital and Community, March 15, 1926, page 680). Well, the sleuths came back with word that Dr. Kulp, AB, AM, PhD, RP, has opened an office "for clinical and teaching services in sociatry, combining sociology, psychology and social case work in the diagnosis and treatment of child-behavior problems, youth maladjustments, adult personality disorders and vocational and educational guidance."

So now we know.

ALONZO MORON, last year's Urban League Fellow at the University of Pittsburgh, has been appointed director of social welfare of the Virgin Islands.

IN sixty or so pages bound up in gay red covers, Benjamin L. Winfield, executive director of the Jewish Children's Home, Newark, N. J., has assembled what he calls Wonder Words (75 cents from the author), a compendium of everyday Hebrew words and phrases, with definitions, used in the everyday life of Jewish families. He offers the little book especially to social workers as affording a key to closer acquaintance with their Jewish clients.

A NEW printing has now been made of The Youthful Offender, the statistical study of crime among the 16-20-year group in New York City made by Harry L. Shulman in 1931 for the New York State Crime Commission. The first edition was long since exhausted. The price of the 374 page study is $1.25 postpaid from The Survey.

THE Canadian Tuberculosis Association has lost its executive secretary, Dr. Robert E. Wodehouse, to government service, he having been made deputy minister of pensions and national health. Dr. G. J. Wherrett succeeds him with the Association.

FELIX MORLEY, favorite Survey author, makes the cub reporter's dream come true when, years later, he returns to the old shop as editor. It was in the first War winter that Mr. Morley, in the interim between an officers' training camp and war service with the Department of Labor, did a month of chores for The Washington Post. In the years since, he has taken an Oxford degree as a Rhodes Scholar from Maryland, served on the editorial staff of The Baltimore Sun and as its correspondent in the Far East and at Geneva, written widely on economic and international subjects (see The Survey, January 1, 1932, page 377), held a Guggenheim Fellowship and for the past three years has been a staff member of the Brookings Institution. Last month, succeeding Ira E. Bennett, he assumed charge of the editorial page of The Washington Post.

"YOU will find no scandals here," says Katherine Bement Davis in the reminiscences of her crowded useful life published in the University of Chicago Magazine for December. The present story, which many people hope is a summary of a longer, more detailed autobiography, is called Three Score Years and Ten. The first part deals with her girlhood, her college years and her earlier professional experience. The next installment will tell of her "adventure" as commissioner of correction for New York City.

AMBROSE CALIVER of the Federal Office of Education is now with the FERA as specialist in emergency relief work involving Negro education.

THE National Organization for Public Health Nursing reached across the continent to Tacoma, Wash., for Grace M. Coffman to succeed Violet M. Hodgdon as its assistant director. Miss Coffman, a graduate of Presbyterian Hospital, Chicago, has had long and varied experience in public-health nursing.

PEOPLE who were at the Detroit meeting of the National Conference last year and who missed hearing Tracy McGregor's inspiring talk on The Spiritual Aspects of Relationships, have now a chance to read it in a beautifully printed little booklet entitled Toward a Philosophy of the Inner Life. It was at the formal request, registered by a rising vote, of the meeting where the address was given that Mr. McGregor arranged for publication. His personal friends received the booklet as a Christmas card. Others may get it, so long as the supply lasts, by writing to Virginia T. Rittenhouse, 1901 Wyoming Avenue, Washington, D. C.

NEW JERSEY health workers are pluming themselves on three first-rate new people added to their forces. Elsie Sieker, Smith College and all that, is with the Passaic County Tuberculosis and Health Association to direct social service and educational programs; Marian McNair, Yale University School of Nursing, New York School of Social Work, and so on, to direct all the health-education program of the Morris County Association, and Gertrude Zwick, Columbia School of Journalism among other things, to direct all publicity for the Hudson County Tuberculosis League.

AMONG those summoned to higher realms by NRA is Elinore Morehouse Herrick, executive secretary of the New York Consumers' League, who has now been made acting chairman of the Regional Labor Board. Mrs. Herrick's work since August in organizing, training and directing a volunteer staff, largely young college men and women, to investigate complaints of violations of the Blanket Code in New York City, has been a notable contribution to methods of employer education in code provisions, and of securing compliance with them. George W. Alger, chairman of the board, has been chosen by Governor Lehman as Moreland Act commissioner to conduct an investigation of the State Insurance Department.

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